

UNITED STATES

Civil Service Commission



68th Annual Report

FISCAL YEAR ENDED JUNE 30, 1951

UNITED STATES GOVERNMENT PRINTING OFFICE

WASHINGTON, D. C.

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Commission



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To the Congress of the United States:

I am transmitting herewith the annual report of the Civil Service Commission for the fiscal year ended June 30, 1951.

Our national defense effort has necessitated a rapid, temporary expansion in Federal employment, particularly in the three military departments. Adapting the civil service system to meet these emergency conditions has involved many difficult problems. Nevertheless, I directed that the temporary expansion of the civil service be accomplished, to the maximum extent possible, on the basis of open competitive examinations. I am pleased that the Civil Service Commission has performed a highly creditable job in this regard, although I am most desirous that the method of making appointments through the competitive merit system be strengthened and extended as rapidly as conditions permit.

In meeting the urgent personnel needs of the Federal service, the Civil Service Commission has drawn increasingly upon women, older workers, and the physically handicapped. I am glad to note, too, that veterans constituted approximately 50 percent of the placements made during the last fiscal year.

With respect to the legislative recommendations contained in the Commission's annual report, I should like to call attention to some of the measures which will be of especial value in strengthening the civil service system.

1. The Senate has already approved S. 1135, 82d Congress, the proposed Federal Personnel Recruitment Act, providing for modernization of examining and recruitment procedures. I am hopeful that the House of Representatives will give favorable consideration to this legislation.

2. I have repeatedly recommended to the Congress the elimination of the requirement for Presidential appointment and Senate confirmation of postmasters. This recommendation is carried forward in Reorganization Plan No. 2 of 1952, which is now before the Congress. In addition, Reorganization Plans No. 3 and 4 of 1952 will bring customs officials and United States marshals into the competitive service. Approval of these three reorganization plans will do much to strengthen our civil service merit system.

3. Operating experience under the Classification Act of 1949 has demonstrated a need for a larger number of positions in grades 16, 17, and 18 of the general schedule. Existing limitations on the number

of positions for these grades have constituted a serious administrative problem. I again urge the Congress to take action to relieve this situation.

4. As a step toward improving the efficiency of the Federal service, the Congress should provide authority for Government agencies to assign selected personnel to educational institutions and other organizations for professional and technical training.

5. Unemployment compensation coverage should be extended to include Federal employees. This is particularly important in view of the provisions for reduction of annual leave benefits which have been enacted into law during the past year.

While these legislative recommendations are of considerable importance, there are many other areas in which the Congress and the executive branch must work together to improve the efficiency and character of the civil service. Through our mutual efforts, I am sure we will continue to solve the many complex problems involved in securing and retaining the best qualified personnel to conduct the public business.

HARRY S. TRUMAN.

THE WHITE HOUSE, *May 23, 1952.*

LETTER OF TRANSMITTAL

WASHINGTON, D. C., *November 15, 1951.*

The PRESIDENT OF THE UNITED STATES.

SIR: We have the honor to submit the following report for the fiscal year ended June 30, 1951, with recommendations of changes to improve the Federal executive civil service.

Respectfully submitted.

ROBERT RAMSPECK,
FRANCES PERKINS,
JAMES M. MITCHELL,
Commissioners.

LETTER OF TRANSMITTAL

Washington, D. C., November 15, 1874.

The President of the United States,

Sir: We have the honor to submit the following report for the fiscal year ended June 30, 1874, with recommendations of changes to improve the Federal executive civil service, herewith submitted.

Respectfully,
John M. McKim,

Secretary of the Interior,

Washington, D. C.

Commodore,

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I

Introduction and Recommendations

EFFECTS OF DEFENSE MOBILIZATION

In the latter part of the fiscal year 1950, before the Korean emergency arose, the Federal civil-service system was again operating on a sound basis, following correction of most of the dislocations of World War II.

By means of a reconversion program, which began immediately after the cessation of World War II hostilities, the number of employees without competitive status who were occupying positions in the competitive service was reduced, and the number with competitive status was increased; the normal percentage relationship between the two groups was restored. In the postwar years, many significant improvements in Federal personnel administration were introduced as a result of cooperative endeavor on the part of the Congress, the President, the Civil Service Commission, and the agencies served by the Commission.

The civil-service system was in better condition than at any other time in its history.

Suddenly, with the commitment of American troops in Korea, the Federal service again became subject to dislocations caused by emergency conditions. The Civil Service Commission, as the central personnel agency of the Federal Government, began to adapt its plans, policies, and procedures to cope with these conditions.

Appointments Under Emergency Authority

It was immediately apparent that defense workers for the three military departments and for other agencies having defense functions would have to be hired faster and in greater numbers than before the emergency.

Soon after the beginning of the fiscal year 1951, the Commission entered into agreements with these agencies, giving them authority to make "emergency-indefinite" appointments—that is, temporary for the duration of the emergency—under a special provision of the Civil

Service Regulations.¹ For these appointments, regular civil-service hiring procedures were relaxed: if appropriate registers of eligibles were not immediately available, defense agencies could hire employees who met the Commission's qualifications standards.

This provision of the regulations was designed for use in defense emergencies, such as this one, when there was no time to plan and conduct an extensive examining program. Use of this authority gave the defense agencies the flexibility needed to create or expand needed staffs quickly.

In July and August alone, more than 75,000 persons were given emergency-indefinite appointments. Many thousands of the appointments were made from existing civil-service registers, which provided an immediate source of eligibles.

The Whitten Amendment and Executive Order 10180

From the beginning of the Korean emergency, the Commission's policies with respect to increased Federal employment were shaped with a view to preventing any substantial increase in the permanent Federal staff. By promptly agreeing on a plan of emergency-indefinite appointments for the defense expansion, the Commission and the Department of Defense planned to avoid the major disruptions occasioned by extensive reduction-in-force competition at the close of World War II when the employees given permanent appointments during the defense expansion of 1939-41 were in direct competition (for retention) with permanent employees who had a longer period of service.

In September 1950, Congress enacted section 1302 of the Supplemental Appropriation Act, 1951 (Whitten amendment), one effect of which was to reinforce this plan. On November 13, 1950, the President issued Executive Order 10180, "Establishing Special Personnel Procedures in the Interest of the National Defense," and on December 1, 1950, the Commission's new regulations under the order became effective.

The combined effects of the Whitten amendment, Executive Order 10180, and the new regulations were—

- (1) To place new appointments to almost all types of positions on an indefinite basis.
- (2) To suspend peacetime restrictions relating to (a) State apportionment of appointments to positions in the departmental service, (b) length of residence, and (c) the number of members of a family who may be employed in the Federal service at the same time.

¹ Section 2.114(h) of the Civil Service Regulations; quoted on page 10 of the Commission's 67th Annual Report.

(3) To place all transfers, promotions, and reinstatements on an indefinite basis.

(4) To authorize the Commission to set up a system of reemployment rights in order to encourage transfers to defense agencies.

The President's instructions under Executive Order 10180 also directed the Commission to coordinate the civilian recruiting efforts of all agencies in the executive branch and to expand the program under which examinations are conducted by boards of civil-service examiners.

INDEFINITE APPOINTMENTS

The nonpermanent appointments made under the provisions of Executive Order 10180 are called "indefinite" appointments. Since the President informed the Commission that he expected recruitment to be conducted on an open competitive basis whenever possible, agencies are required to use civil-service registers of eligibles whenever adequate registers exist. However, agencies are promptly given authority to recruit directly, using the Commission's qualifications standards, whenever the registers are inadequate.

PROBATIONAL APPOINTMENTS

Executive Order 10180 provides that appointments to postmaster positions shall continue to be made on a permanent basis. In addition, under authority of the Executive order, the Commission may determine that certain positions may, in the interest of the Government, be filled on a probational (permanent) basis. Among the positions filled on a permanent basis are:

(1) Trainee positions that are filled by the appointment of highly qualified persons whose retention in the service is necessary to warrant the training investment.

(2) Positions that are of unusual importance to the Government and for which there is a continuing scarcity of qualified persons even in normal times (for example, medical officer and dental officer).

Effect of Emergency on Specific Activities

Manpower Conservation.—The Commission and the Bureau of the Budget were given new responsibilities with respect to the maximum utilization of manpower in the emergency. The Commission assumed primary responsibility for leadership in assisting agencies to achieve full utilization of manpower through improved personnel management. (Manpower conservation is discussed more fully in part IV of this report.)

Position Classification.—The entry of the Federal Government into a period of emergency and defense mobilization coincided with the beginning of the first fiscal year of operation under the Classification Act of 1949. At the close of the year, coverage under the act had increased from approximately 858,000 to 1,067,000 positions. This increase, together with the creation of new agencies, made many additional demands on the Commission's classification facilities. (Position classification is discussed more fully in part VI of this report.)

Other Activities.—Coordination of recruiting is discussed on page 11, speeding up examining and certification on pages 13 and 14, expansion of the board-of-examiner program on page 14, and the transfer program on page 19.

Evaluation of Emergency Procedures

With the most urgent defense needs satisfied, the Commission is in a position to evaluate the effect of the emergency personnel procedures and to indicate three areas in which it believes that changes are needed:

1. COMPETITION IN EXAMINATIONS

In the light of experience gained during the first year of the defense program, the Commission believes it essential to reestablish recruiting and examining procedures that put strong emphasis on the principle of open competition.

At the beginning of the Korean emergency, the Commission was operating on a peacetime basis and had just about completed the re-conversion program begun at the close of World War II. In the fiscal year 1950, prior to Korea, 83 percent of all Federal jobs were filled as a result of open competition.

Since the beginning of the Korean emergency, only slightly more than 50 percent of Federal jobs are being filled on an open competitive basis, through the Commission's facilities. The Commission's registers were rapidly depleted and the lack of appropriated funds made replenishment impossible. The reduction in the number of persons recruited through open competition resulted in agencies' hiring thousands of persons who met only minimum qualification standards.

Under a merit system, the aim should be to get the best available person for the job; any method of recruitment that does not hold this aim in view will ultimately result in a less efficient Government service.

Under the circumstances, and to the extent that appropriations will permit, the Commission proposes to expand its examining facilities with the aim of increasing, wherever possible, the percentage of appointments made through the competitive system.

2. COORDINATION OF RECRUITING

Although the Commission's control of recruitment has prevented agencies from recruiting in unproductive areas and from sending recruiting teams into the same area at the same time to compete with each other, the current situation is not satisfactory. Federal agencies continue to send recruiting teams into the same areas on repeated visits; this leads to confusion on the part of the public and to unnecessary cost.

To improve this situation, the Commission proposes to expand its examining program through still wider use of boards of examiners and to station Commission representatives throughout the country in major labor-market areas to recruit for hard-to-fill positions common to a number of agencies.

3. INDEFINITE APPOINTMENTS

It is now generally recognized that the Korean conflict may result in a lengthy period of partial mobilization. If this assumption is correct, the making of indefinite appointments over a period of years would have a significant and far-reaching effect on the Federal civil service. In the last half of the fiscal year 1951, fewer than 2 percent of all new appointments were made on a probational (permanent) basis.

Under present procedures, the trained, permanent civilian staff of the Federal Government will inevitably dwindle month by month because the extremely small number of permanent appointments now being made are greatly exceeded by decreases in the number of permanent employees resulting from retirement, resignation, and death. In the last half of the fiscal year 1951, the number of permanent employees decreased by 88,000.

On June 30, 1951, only 60 percent of all Federal workers in the continental United States held permanent civil-service appointments and 30 percent held indefinite appointments. The remaining 10 percent were appointed for short temporary periods or were outside the competitive system. In June 1950, 82 percent were permanent and only 6 percent indefinite.

Continuance of this trend would ultimately result in the virtual elimination of career employment in Government and in the lack of a stable work force. Therefore, the Commission believes it is necessary to devise means for replenishing the force of permanent Federal employees to carry on peacetime activities and to serve as a trained nucleus for expansion to meet emergency needs.

RECOMMENDATIONS FOR LEGISLATION

1. RECRUITING AND EXAMINING

With a view to improving the recruiting and examining functions, legislation should be enacted to effect the following changes:

(a) Federal agencies as well as the Commission should be given responsibility for maintaining and protecting the merit system. It should be made clear, however, that the Commission will continue to have primary authority in this regard.

(b) The Commission should be authorized to enter into employment agreements with agencies—agreements that clearly set forth the responsibilities of the Commission and of the agencies with respect to recruiting and examining. These agreements should specify the positions for which the Commission would continue to conduct examinations and those for which the agencies would conduct examining programs under standards approved by the Commission and subject to its supervision and direction. The Commission would be able to correct errors or violations and, if necessary, withdraw examining authority from an agency. In case the Commission finds it necessary to withdraw authority from an agency, provision should be made to reimburse the Commission from funds of that agency for the additional recruiting and examining work that would be involved.

(c) Without diminishing in any degree the examination and appointment benefits that have been conferred upon veterans by the Veterans' Preference Act of 1944, the Commission should be enabled to (1) permit the substitution of category rating for numerical rating of the qualifications of applicants for certain professional and scientific positions, and (2) continue the present system of numerical rating and selection under the traditional "rule of three" at the Commission's discretion. For certain positions, however, the Commission would be authorized to permit an appointing officer to select one eligible from five whose names have been certified to him, rather than from only three, except for postal field positions.

(d) Persons entitled to veteran preference should be required to obtain a passing grade before preference points are added to their ratings.

(e) Ten-point preference granted to veterans on the basis of their disabilities should be granted only to those whose disabilities are compensable under laws administered by the Veterans Administration or the military departments.

(f) The Commission should be given authority to permit recruitment to positions under the pay scales of the Classification Act at an

appropriate within-grade salary rate, rather than always at the minimum rate of the grade, whenever it finds, on the basis of its recruiting experience, that such action is necessitated by extreme difficulty in filling such positions.

Under such authority, the Commission would establish a proper within-grade salary rate as the official minimum rate for certain classes of positions located in specified organizations and areas. In the interest both of recruiting and of retaining qualified workers in such positions, and in order to be fair to persons previously recruited, the new minimum rate would apply equally to new appointees and to present employees in such positions. This authority is particularly needed during the current emergency period.

(g) The requirement for Senate confirmation of appointments to postmaster positions in first-, second-, and third-class offices should be dispensed with; politics should be eliminated from the appointment of postmasters. In addition, the positions of collector of internal revenue and collector of customs should be brought into the competitive service.

Recommendations (a), (b), (c), (d), and (e) are included in S. 1135, 82d Congress (the Federal Personnel Recruitment Act of 1951), as passed by the Senate on October 19, 1951.

2. POSITION CLASSIFICATION AND PAY

In order to provide for the maintenance of a sound Federal position-classification structure, for equitable pay administration, and for the attraction and retention of well-qualified and competent Federal personnel, legislation should be enacted to effect the following changes:

(a) True time-and-a-half overtime pay rates should be authorized for Federal employees under the Classification Act of 1949 who earn up to the maximum rate of grade GS-9; employees above grade GS-9 should be paid overtime rates of $1\frac{1}{2}$ times the hourly equivalent of the maximum rate of grade GS-9. The additional rate of holiday work should be the same as the overtime rate.

Additional compensation at annual rates in lieu of any other form of pay for overtime, night, and holiday work should be authorized for certain groups of Federal employees who work under conditions not suited to the payment of overtime, night, and holiday compensation at hourly rates.

(b) An increase in the number of positions permitted in grades GS-16, 17, and 18 should be authorized, either through the elimination of the existing ceiling for each grade, subject to maintenance of

rigid standards, or through authorization of a specified number of additional positions in each grade. A broad, general authorization is necessary to meet the current and continuing requirements of the Government's economic controls and military defense programs.

(c) Federal agencies should be authorized to compensate crafts, trades, and other manual-labor groups engaged in maintenance work (now in the CPC schedule of the Classification Act of 1949) in accordance with prevailing wage rates. These employees are far outnumbered by employees who are engaged in similar—sometimes identical—occupations connected with production and construction activities and are paid on a prevailing wage-rate basis. The administrative difficulties and inequities attached to the present situation make the retention of these groups under the Classification Act increasingly undesirable. The remaining groups of positions—chiefly guards, firefighters, and messengers—should be reclassified in the General Schedule, and the Crafts, Protective, and Custodial Schedule should be eliminated.

(d) The payment of cost-of-living allowances to Federal employees stationed in the Territories and possessions of the United States should be authorized, when warranted by given conditions, at rates in excess of 25 percent of basic compensation.

(e) The laws restricting dual employment and compensation should be modified and consolidated.

3. STAFF DEVELOPMENT

Under appropriate safeguards to insure that the Government obtains a return on its investment, Federal agencies should be authorized to—

(a) Assign scientific, technical, professional, and administrative personnel to educational institutions, laboratories, public or private agencies, and industrial or commercial organizations for training.

(b) Pay salaries, related travel and subsistence costs, and tuition and other fees incident to such assignments to employees while engaged in training.

4. REDUCTION IN FORCE

Legislation governing reductions in force should be revised in such a way as to permit recognition of the retention rights of veterans without forcing agencies to separate employees with many years of service.

5. UNEMPLOYMENT COMPENSATION

Unemployment compensation coverage should be provided for Federal employees. Such coverage is needed because Government employees now have no financial protection against periods of unemployment except that provided by accumulated annual leave.

II

Recruiting, Examining, and Placement

DEFENSE HIRING

Expansion of Defense Activities

The defense program imposed a heavy recruiting, examining, and placement workload on the Commission.

On June 30, 1951, 2,486,500 employees were on the rolls of the agencies of the executive branch—an increase of more than 520,000 during the fiscal year. To maintain the Federal work force at this level, a total of almost 1,070,800 full-time workers were added to the rolls during the year.

Most of the increase—487,200—was in the military departments and in the Selective Service System. An additional 15,300 employees were hired in newly created agencies concerned with defense production and economic controls, and about 5,900 more in connection with civilian defense and the control of subversive activities.

The increase in Government employment, coupled with a similar increase in private industry, caused manpower shortages in many occupational areas. In order to overcome the problems caused by these shortages, the Commission made changes in some examination standards and engaged in more intensive recruiting.

Large-Scale Shortage Areas

The shortages were principally in scientific and technical fields and in the trades.

The great expansion of scientific research and development activities has created unprecedented demands for engineers and technologists (electrical, mechanical, electronic, materials, and ordnance), especially at the lower and intermediate grades, and for physicists,

metallurgists, and electronic scientists at all grades. Increased activity in contracting, building, and production by the defense agencies has caused shortages in such occupations as engineer (civil, highway, production, and industrial), cartographer, naval architect, cartographic aid, and cartographic draftsman, and in various blue-collar skills such as machinist, airplane-engine assembler, repairman-shipfitter, and inspector.

Shortages also exist in the following occupations: business analyst, commodity-industry analyst, industrial specialist, intelligence specialist, supply specialist, communications specialist, traffic and transportation specialist, translator, dietitian, librarian, teacher, and stenographer.

Increased Employment of Women

The total number of women employed in the executive branch of the Federal Government in the continental United States on June 30, 1951, was 573,150—an increase of 166,712 over the number employed at the beginning of the year. Most of this increase, or 145,117, was in the military departments, which employ almost as many women as all the other agencies combined.

On a percentage basis, the increase was from 22.3 percent of total executive-branch employment at the beginning of the year to 24.8 percent at the end of the year. During this period, when total executive-branch employment increased by 27.1 percent, the employment of women increased by 41.0 percent.

The increase is a natural consequence of the emergency, and women continue to be urged to enter or reenter the labor market because of manpower shortages.

Placement of the Physically Impaired

The tightening of the labor market also caused a marked increase in the different kinds, as well as in the number, of jobs available to the physically impaired. A number of factors are involved:

(1) In times of acute manpower shortages, appointing officers become less exacting about the physical qualifications of their appointees.

(2) With an increased number of positions to be filled, a larger number of jobs exist that can be performed efficiently and safely by persons with physical impairments of varying degrees. This is particularly true of employment in the industrial establishments of the military departments. An arsenal, for example, which in normal times employs only a few persons in the position of cartridge packer—a position suitable for the blind—employs a large number of persons in that position at a time of increased production.

(3) The more complex jobs are broken down into their several component operations to form new positions calling for less diversified physical activity. This is the most important of the factors involved.

The Commission is making every effort to place physically impaired persons in positions the duties of which they can perform efficiently and without hazard to themselves and others. While aiding the defense effort is the primary goal, we are continuing to gather data relative to the work records and accomplishments of the physically impaired. This information is of great value in continuing the Commission's program for the full utilization of the physically impaired during times when Federal employment is decreasing, or is at a relatively low level, and the competition for Federal jobs is keener.

Volume of Examining Work

The following table shows examination and placement activities of the Commission, by central and field offices, for the fiscal year 1951:

Activity	Total	Central office			Field offices		
		Total	Central office	Committees of expert examiners	Total	Regional offices	Boards of examiners
Examinations announced.....	29,998	3,249	2,999	250	26,749	7,976	18,773
Applications processed.....	1,905,024	221,528	195,058	26,470	1,683,496	496,046	1,187,450
Eligibles ¹	1,069,442	77,059	69,137	7,922	992,383	252,671	739,712
Veterans.....	495,679	38,485	33,596	4,889	457,194	96,426	360,768
Nonveterans.....	573,763	38,574	35,541	3,033	535,189	156,245	378,944
Ineligibles ¹	801,286	131,905	117,492	14,413	669,381	233,920	435,461
Veterans.....	348,502	57,682	50,261	7,421	290,820	77,259	213,561
Nonveterans.....	452,784	74,223	67,231	6,992	378,561	156,661	221,900
Registers established.....	25,797	3,262	2,932	330	22,535	7,057	15,478
Placements made.....	578,539	57,432	54,927	2,505	521,107	181,009	340,098
Veterans.....	294,309	26,711	24,959	1,752	267,598	93,877	173,721
Nonveterans.....	284,230	30,721	29,968	753	253,509	87,132	166,377

¹ The sum of the eligibles and the ineligibles does not equal the number of applications processed because the count of applications is made when the processing is completed, whereas the count of eligibles and ineligibles is made when the register is established. The counts for any examination may take place in different fiscal years

SPECIAL MEASURES

Coordination of Recruiting

The President has given the Commission responsibility for coordinating civilian recruiting by agencies of the executive branch so as to avoid overlapping and duplication of effort.

Representatives of the Commission and of the Departments of Defense and Labor engaged in a study of labor-market conditions and Federal hiring practices, making investigations in three representative

cities—Philadelphia, San Francisco, and Atlanta. As a result of the study, the Commission and the Bureau of Employment Security entered into a written agreement that provides for—

(1) Using Commission registers of eligibles as the first source for filling jobs in the competitive service.

(2) Using Employment Service facilities as the primary source for filling excepted positions, and for filling competitive positions whenever the Commission has given an agency authority to recruit in the open market.

(3) Establishing coordinating machinery to handle out-of-area recruiting for both competitive and excepted positions. (Recruiting in a local area is coordinated largely by agencies with establishments in that area through a local committee consisting of representatives of those agencies and representatives of the Employment Service and of the Commission. Before sending recruiters outside the local area, an establishment must obtain approval of the Commission.)

The Commission carries on a number of functions under this agreement, even when the recruiting is not being done by Commission personnel. They include maintaining liaison with coordinating committees and with the Employment Service, making inter-regional and inter-area clearances, training agency and board recruiters, preparing and issuing recruiting standards and test materials, preparing itineraries, ascertaining agency needs and determining recruiting sources, reviewing or assisting in the preparation of publicity relating to recruiting by agencies and boards of examiners, authorizing agency recruiting, and coordinating contacts by agencies with special sources of recruiting such as schools, colleges, trade unions, and professional societies.

Direct Referral of Applicants

Through its public-information offices, the Commission provides a screening and referral service for job seekers.

When Federal agencies have vacancies to be filled in positions for which no registers of eligibles exist, they are given authority to recruit outside civil-service registers under Commission standards. Under such circumstances, apparently qualified job seekers applying at Commission information offices are referred directly to the agencies for consideration.

Recruiting for High-Level Positions

A special recruitment and placement unit in the central office of the Commission has as its primary responsibility locating and placing career employees of proved ability in high-level positions (grade GS-13 and above) in newly established defense agencies. The positions

involved are director of personnel, organization and methods examiner, budget examiner, industrial specialist, economist, and the like.

Sources of recruitment for these positions include:

(1) Federal career employees who made high grades in the Commission's Federal Administrator examination, in which competition was limited to career employees serving in positions at grade GS-12 and above.

(2) Other competent Federal employees who, from time to time, make known their availability for assignment to defense agencies.

(3) Persons in private industry, highly trained in business and in the professions, who want to make their services available to the Federal Government.

Agencies have made increasing use of the services offered by this unit. They are frequently used by members of the Interdepartmental Placement Committee, an organization of appointing officers in the Washington area headed by a Commission representative, which holds weekly meetings.

NEW METHODS AND STANDARDS

Speeding Up Examining

Since 1947, the Commission has made increasing use of a punch-card system in processing examinations. It is now used to average examination ratings (when several different test scores must be combined into a single average score), and to combine data for validation studies in connection with the test development program.

During the past 3 years, 172,000 test papers have been averaged by punch-card methods at an average time of 1 minute each and at an average cost of 2 cents each.

Two or three times as many test analyses and validation studies are made by punch-card methods as could be made by manual methods. Use of punch-card methods has permitted the further refinement of existing tests to make them more selective.

The performance test for stenographers was converted to a machine-scorable basis, thus speeding up the rating and reducing the cost. The examining program for stenographers and typists was accelerated in March 1951. Since that time, the examination has been given twice a day in Washington, D. C., instead of once a week. Examination papers are rated while the applicants wait, and those who pass and are available for immediate appointment are referred in person to agencies that have placed requests with the Commission for eligibles.

The clerk-carrier examination and others have been shortened and converted to fully machine-scorable form with no loss in their well-

established value. In the translator examination, machine-made records permitted rapid location of applicants who claimed knowledge of rare languages.

Speeding Up Certification

A certificate of eligibles is issued within 3 days after a request is received from a defense agency. If a certificate cannot be issued within that time because eligibles are not available, the agency is given immediate authority to begin recruiting.

In addition, the Department of Defense is authorized to hire directly whenever one of the following conditions exists:

(1) A continuing need exists for new workers in the positions concerned and the Department determines that its needs cannot be fully met from civil-service registers of eligibles.

(2) Upon receipt of a certificate from the Commission, the Department determines that, on the basis of past experience, the certificate is not likely to produce a sufficient number of eligibles.

The punch-card system, referred to above as one of the means by which the examining process is expedited, is also used in speeding up the establishment of registers of eligibles. It has been particularly useful in preparing separate register cards for each grade and option in examinations containing multiple grades and options. (An option is a field of specialization within a general subject-matter area, such as *chemical* engineer or *highway* engineer.) By this means, a complete register of persons qualified in a particular grade and option is immediately available when a request for such personnel is received; certification is thus speeded up.

During the past 3 years, 165,000 register cards were prepared for 74,000 eligibles and sorted into register order by machine methods.

The system has also proved valuable in the case of certain centralized examinations, particularly assembled examinations for professional positions at the entrance level, where the register of eligibles is decentralized to the Commission's regional offices or to certain boards of examiners. Any number of duplicate register cards can be prepared mechanically and one copy sent to each office maintaining a register. For one examination held during the fiscal year 1951, more than 144,000 register cards were prepared and shipped to the 14 regional offices and to 4 boards of examiners in a little more than 2 weeks.

Boards of Examiners

At the beginning of the fiscal year 1951, 778 boards and committees of examiners in the agencies served as representatives of the Commission. They operate under Commission standards and supervision, and provide an orderly and systematic means for recruiting civil-

service personnel at the Federal establishments where the employees are needed.

In November 1950, the President directed the Commission to utilize boards of examiners to the fullest extent possible. During the year, 126 new boards and committees were established.

Trained boards have been given additional authority to act for the Commission in recruiting and examining—a greater degree of authority than was delegated to them during World War II. They have been furnished with a handbook of simplified examining instructions.

The increased authority given to boards, together with continuous guidance, training, and supervision from the Commission, provides defense agencies with the means for securing needed workers in the shortest possible time.

Relaxation of Age Limits

In order to make use of every possible source of qualified workers during the emergency, the Commission authorized its regional directors and boards of examiners to relax age limits in examinations. The maximum age limit of 62 can be removed whenever necessary in order to recruit effectively. Under certain conditions, the usual minimum age limit of 18 can be reduced to 16; one of the conditions is that appointees who are under 18 must reside in the vicinity of the place of employment.

Training Agreements

Because of shortages of personnel in certain specialized fields, the Commission has encouraged defense agencies to develop intensive training programs. The programs are designed to supplement the trainee's qualifications so as to provide quickly the equivalent of whatever experience and education are ordinarily required in order to perform adequately the duties of the position for which training is being conducted. Special training and promotion agreements between the individual agency and the Commission permit trainees to be promoted or reassigned as soon as they acquire the knowledges and skills needed.

Some of the agreements negotiated during the year involve personnel in lower-grade positions in such categories as cartography, hydroelectric power-plant operation, ordnance engineering, physics, electronics, metallurgy, and materials inspection.

Examining Standards

Tightening labor-market conditions made necessary the lowering of examination standards in many fields—professional, skilled and semiskilled trades and occupations, and clerical.

Nevertheless, the Commission has spared no effort to maintain standards at the highest level consistent with the prime necessity of recruiting a sufficient number of workers who are qualified to perform the duties satisfactorily.

WRITTEN EXAMINATIONS

Use of Test Material

The Commission has emphasized test-development programs that directly support defense activities, and has developed new methods to meet emergency needs.

The written test is recognized as being completely appropriate for identifying the best of an ample supply of reasonably well-qualified applicants. Experience in World War II proved that administering a written test is also valuable even in a tight labor market when the problem is simply to reject applicants who show little promise for the job.

Because of the scarcity of persons fully qualified to do certain skilled jobs, training jobs have been set up in grades lower than the grade at which recruitment is normally undertaken. Two booklets containing a variety of tests have been issued for use by boards of examiners in defense establishments in selecting the best applicants from the available labor market to fill these trainee and other entrance-type jobs.

One booklet is designed for clerical and other office jobs; the other for mechanical and other shop jobs. The tests selected for use are easy for boards of examiners to give and to score. The scores are used both for selecting applicants and for placing them in the positions for which they are best suited.

The booklets contain special tests that can be used to identify partly skilled or inexperienced persons who have the ability to benefit from training quickly and develop into fully competent employees.

A large number of tests in regular use have been put in simplified form appropriate for easy administration and rapid scoring. Testing kits have been made available to agency recruiters, who can now do on-the-spot testing and hiring when on recruiting trips authorized by the Commission.

Selection and Placement Tests

The Commission is continuing the development of tests to meet every-day needs. Written tests have been extended into new areas—for example, tests of ability to follow oral directions and a test of fine

manual dexterity such as is required in the assembling of electronic equipment, tiny proximity fuzes, and other delicate instruments.

Studies are continuing on selection and placement devices other than written tests. They include the improvement of qualifications questionnaires and a cooperative study with the Civil Service Assembly of the United States and Canada on the use of interviews by public personnel agencies.

Instructional Materials

As further authority has been delegated to regional offices and to boards and committees of examiners, the Commission has prepared the necessary instructional material for the use of regional-office personnel and agency officials.

An inventory of available test resources, with special indexes to permit ready use, has been widely distributed. A number of technical articles, and a bibliography on test construction, mental test theory, and statistics, have been published. Advice and test material for supervisor-selection programs have been furnished to a number of agencies at their request.

III

Staff Development

The Commission has broadened its program of staff development, which has as its objectives (1) the recruitment of outstanding young people for beginning jobs in professional, scientific, technical, and administrative posts, and (2) the development of capable staff to fill top executive positions as needs arise.

RECRUITMENT OF YOUNG PEOPLE

The Commission recognizes that colleges and universities are among the best sources from which to recruit personnel at the entrance level for certain professional, scientific, technical, and administrative positions.

During the fiscal year, the Commission announced a number of examinations designed to attract college seniors and recent college

graduates into the Federal service; among them were the familiar "J" examinations—Junior Scientist and Engineer, Junior Agricultural Assistant, Junior Social Science Assistant, and Junior Management Assistant.

The Commission is particularly proud of the caliber of the persons appointed to entrance-level administrative positions as a result of the Junior Management Assistant examination. They are considered to have the qualities necessary to develop into administrators and executives.

Approximately 21,000 persons applied for this examination. Of the 14,200 who took the written tests, 1,680 passed. After the additional parts of the examination—confidential inquiries made of professors and others who know the candidates, and highly selective interviews—it was found that 820 persons met all requirements for eligibility. It is expected that every eligible on the register who is available will receive at least one offer of appointment.

EXECUTIVE DEVELOPMENT

The full-time position of Director, Executive Development Program, a position created by the Commission toward the end of the preceding fiscal year, was filled in September 1950. The duties of this position include the stimulation of interest in executive development among Federal agencies and giving them professional help in working out specific plans and programs.

During the year, the Department of the Navy extended the development agreement it had with the Commission (which previously applied only to office positions in the departmental service) to cover its entire organization and to permit movement of personnel between higher-level supervisory shop positions and office positions.

New agreements have been entered into with the Department of the Air Force and with the Adjutant General's Office of the Department of the Army.

The Commission has undertaken a program to help defense agencies locate employees—in nondefense activities or in their own organizations—with actual or potential ability for executive and administrative positions. In March the Commission issued a recruiting notice for "Federal administrators," which covered positions in grades GS-13 to GS-18, \$7,600 to \$14,000 a year. Federal employees in any field of work who had served for at least 1 year in grade GS-12 or higher were invited to apply. A written examination was given, which in-

cluded a test of administrative judgment and a test of knowledge of public affairs.

Competitors were placed in three broad groups according to their test scores. The applications of all employees of defense agencies who ranked in the highest or in the middle group were sent to their own agencies. The agencies were urged to consider these employees in filling current vacancies and in selecting prospects for executive development.

The experience backgrounds of competitors working in nondefense activities who ranked in the highest group were abstracted, duplicated, and distributed in quantity to all defense agencies. In addition, the Commission is interviewing these employees and checking their references so that positive efforts may be made to place them in specific positions in defense activities for which they may be suited. The applications of all nondefense employees ranking in the middle group have been retained by the Commission and are used as a recruiting source when agencies request assistance in filling specific positions.

The applications of competitors who ranked in the third group are available in response to agency requests, and the employees are free to make their own employment contacts with defense agencies.

Approximately 7,100 Federal employees applied for the examination and 4,700 took the written test. About 700 were placed in the highest group, and 650 in the middle group. It is too early to report on the actual number of placements or promotions made as a result of this program, but it has promise of being one of the best sources of recruitment for higher-level administrative positions.

TRANSFERS TO DEFENSE ACTIVITIES

Under authority of Executive Order 10180, the Commission began on December 1, 1950, a program of encouraging the transfer of permanent employees from nondefense to defense activities through the granting of reemployment rights when the transfer is clearly in the interest of the defense program.

The program has been an important factor in supplying new or expanding defense activities with fully trained Federal employees.

To insure maximum speed in effecting the transfers, the program has been largely decentralized. The determination of reemployment rights is made by the agencies concerned, subject to final decision by the Commission upon appeal.

IV

Management Improvement

MANPOWER CONSERVATION

In a letter of June 8, 1951, addressed to the Director of the Bureau of the Budget and the Chairman of the Civil Service Commission, the President stressed the importance of manpower conservation, and stated that Government agencies would be responsible for giving top priority to this objective.

The Bureau of the Budget and the Commission, which have been given responsibility for furnishing Government-wide leadership in carrying out the manpower-conservation program, jointly issued a circular setting forth agencies' responsibilities, and listing steps to be taken by each agency.

Improvement of Personnel Management

The Commission has assumed primary responsibility for leadership in assisting agencies to achieve maximum utilization of manpower through improved personnel management. Agencies have been asked to take these steps:

- (1) Inform all employees and supervisors of the objectives of the agency manpower-conservation program, and point out the fact that each employee is responsible for cooperating in the effort to carry out the program.
- (2) See to it that the supervisors and technicians responsible for the agency's position-classification program understand that the agency relies on them for the integrity of position-descriptions, and that public funds are paid out on that basis.
- (3) Accelerate the program for simplifying personnel procedures.
- (4) Match skills and jobs to achieve better use of major skills.
- (5) Determine the extent to which personnel needs can be reduced by the better use of the skills of employees already on the rolls, by reducing employees' absences, and by keeping turnover at a minimum.
- (6) Shape orientation and training activities so as to improve the development of supervisors and of workers already on the job, and to get new employees into efficient production promptly.
- (7) Gear employee-relations programs to provide reasonable employee incentives and services.

- (8) Keep constantly before employees and supervisors the fact that their responsibility for good personnel utilization is a continuing one, and that more money and more employees are not the chief means for handling increased workloads.

Inspections and Surveys

In order to insure that substantial results in conserving manpower are obtained throughout the Government, the Civil Service Commission will—either alone or, where appropriate, with the Bureau of the Budget or General Services Administration—conduct inspections or surveys to determine the effectiveness of agency action and to assist agencies in carrying out their responsibilities for conserving manpower. Reports will be furnished to the Bureau of the Budget for use in arriving at budgetary decisions, and will be used by the Commission in making personnel decisions that relate to conservation and utilization practices.

The Commission will also identify, and distribute information about, particularly effective practices found to be in use in the agencies, and give other assistance.

Study of Job Dilution

One study already undertaken by the Commission to help the agencies make the most profitable use of manpower was concerned with job dilution.

As difficulties were encountered, or anticipated, in getting enough employees with the required skills, studies were made jointly with the agencies to determine whether the skill requirements of the positions could be broken down, or diluted. The objective was to employ persons with some but not all of the required skills. Such persons are available in greater numbers than the fully skilled technicians. Job dilution thus permits the full-time use of the technicians on the more difficult and complex work, or in the supervision of the work of those doing only parts of the total job.

Job-dilution programs are being carried on by defense agencies for such positions as machinist, airplane-engine mechanic, shipfitter, clerk-typist, stenographer, and cartographer.

LIAISON WITH DEFENSE AGENCIES

From the beginning of the emergency, Commission representatives have been assigned to the military departments to perform liaison duties.

As new defense agencies were created, liaison representatives were assigned to them also—to assist in solving initial organization and

staffing problems, and to acquaint personnel officials with the Commission's resources and services.

Liaison representatives furnish information on civil-service policies and regulations, and have broad authority to act for the Commission; as a result, the agencies and the Commission are relieved of a large volume of correspondence, and action on individual cases is expedited.

In addition, the Commission's inspection service had as a primary function the rendering of assistance to new agencies. There were many instances in which inspectors were assigned to a new agency on a full-time basis; they remained on duty there until the agency's inexperienced personnel-office employees had been properly trained and a personnel-records system had been properly set up.

At regular meetings of the Federal Personnel Council, attended by personnel officers of all Government agencies and by representatives of the Commission, the agencies inform the Commission of their immediate and long-range needs. Similar meetings take place in more than 30 centers of Federal employment throughout the country.

STANDARDS FOR PERSONNEL OFFICES

The Commission has issued to Federal agencies, through the medium of the Federal Personnel Manual, "Guides for Determining the Nature and Scope of Agency Personnel Programs," which were prefaced with the following statement:

Personnel management is the primary responsibility of all who plan, direct, or supervise the work of Federal employees. As a foundation for consistent, efficient, and equitable personnel management practices, every agency and establishment must have a plan for personnel management that follows, in the broad concept, a standard design.

The "Guides" list 11 functions that should be included in each agency plan, and state the purpose and scope of each. They are: Position classification, recruitment and selection, in-service placement, promotion, employee-performance evaluation, employee development, employee relations and services, special incentives, retrenchment, disciplinary action, and processing and maintaining personnel records.

Through its inspection service, the Commission will assist agencies in developing these functions, and will periodically evaluate their effectiveness.

The issuance of a handbook prescribing a basic personnel-records-and-files system was referred to in the Commission's last annual report. As a part of its inspection service, the Commission has assisted the agencies, over the past year, in placing the system into effect.

INTERNAL MANAGEMENT IMPROVEMENT

The Commission's Field Organization

The findings of a private firm of consulting management engineers, reported in the last fiscal year, are an indication of the effectiveness of the Commission's continuing program of management improvement.

The management of field operations in the Commission and in five other agencies was studied by George Fry & Associates, in connection with the Federal Field Services Project of the Bureau of the Budget. With respect to the Commission's field operations, the Fry firm reported:

The broad scope of the Commission's program and its methods of operating are determined in Washington while program execution is the responsibility of the regional offices. These offices are well organized to carry out their present functions in the field. The field administrative personnel have clear conceptions of the basic objectives and missions of the office as a whole, as well as of their specific duties in achieving these ends.

In the Commission, the regional directors report directly to the Chief of Field Operations. It is his basic responsibility to direct and coordinate the operations and activities of the regional offices, take whatever action is necessary to improve their management, act as liaison between the central office and the field, and represent the field offices in Washington. The determination of the content of technical programs is the responsibility of the other divisions. The Chief of Field Operations reports directly to the Executive Director of the Commission.

The organization and method of functioning of the Commission are direct and clear-cut and provide a good framework for effective field administration.

During the fiscal year 1951, all regional offices were reorganized in accordance with a uniform pattern of simplified organization issued late in the fiscal year 1950. The major accomplishments of the reorganization were:

- (1) A substantial reduction in the number of supervisory positions.
- (2) Greater ease in effecting interchangeability of personnel to meet peak loads in related activities.
- (3) A contraction of supervisory span of control in certain staff and operating activities.
- (4) A reduction in the number of optional staff positions and absorption of their duties elsewhere in the organization by combination with other staff or operating positions, or otherwise.
- (5) A reduction in the ratio to total personnel of positions involving administrative-services functions.

Incentive Award Program

The Commission's incentive award program, the purpose of which is to encourage employees to make a constant effort to improve effi-

ciency of operations, is administered by a committee that is assisted by 21 subordinate committees—7 in the central office and 1 in each of the 14 regional offices.

These committees develop interest in the program by informing employees of the opportunity to win awards and by otherwise encouraging participation. The program is publicized through items in the Employee Bulletin, through posters, and through circulars distributed to all employees.

Incentive awards are of three types: (1) Cash awards for meritorious suggestions, (2) cash awards for outstanding efficiency in operations, and (3) salary increases for superior accomplishment.

(1) The following table summarizes the results of the suggestion program for the fiscal years 1950 and 1951:

	1950	1951	Percent increase
Number of awards granted for meritorious suggestions-----	20	39	95.0
Amount of awards granted-----	\$573	\$1,067	86.5
Amount of estimated first-year savings--	\$13,837	\$30,105	117.6

(2) Awards to individuals and groups for outstanding efficiency in operations were granted for the first time in the fiscal year 1951. Four individual awards totaling \$145 and one group award of \$125 to five employees were made. Also, one organizational unit was granted an Honor Award Certificate for increased efficiency that could not be measured in terms of monetary savings.

(3) Salary increases for superior accomplishment were granted to eight employees in the fiscal year 1951. They totaled \$730. The previous year, increases totaling \$525 were granted to six employees.

Simplification of Instructions

The Federal Personnel Manual, which is the official medium of the Commission for issuing its regulations, instructions and suggestions to other agencies, was reduced in bulk by about 13 percent during the fiscal year. Seven chapters, and major subdivisions of two other chapters, were comprehensively revised, and thereby made more convenient for reference. Revision of six other chapters is in progress.

Several of our handbooks of procedural instructions for employees of the Commission and for boards of United States civil-service examiners are being revised in order to reduce and simplify their content.

Performance Ratings

The Performance Rating Act of 1950 (Public Law 873, 81st Cong.), approved September 30, 1950, took effect December 29, 1950.

The new law abolished the Uniform Efficiency Rating System developed by the Civil Service Commission and, with it, the long-familiar ratings of "Excellent," "Very Good," "Good," "Fair," and "Unsatisfactory." Each agency now has considerable latitude in developing its own performance-rating plan.

MAJOR PROVISIONS OF THE ACT

The act requires agencies to establish and use performance-rating plans, and defines the purpose of such plans. The purpose is to recognize the merits of officers and employees, and their contributions to efficiency and economy in the Federal service.

Although uniformity is no longer required, certain principles must be incorporated into each plan. These are:

(1) Performance requirements shall be made known to all employees.

(2) Performance shall be fairly appraised in relation to the requirements.

(3) Appraisals shall be used to improve employee performance, and to strengthen supervisor-employee relationships.

(4) Employees shall be kept currently advised of their performance, and promptly notified of their ratings.

In addition, the act requires that each plan shall provide for at least three rating levels—"Satisfactory," "Unsatisfactory," and "Outstanding."

Before an "Unsatisfactory" rating can be assigned to an employee, the employee must receive a warning at least 90 days before the rating and must be given a reasonable opportunity to demonstrate satisfactory performance.

An "Outstanding" rating, in the words of the act, "shall be accorded only when all aspects of performance not only exceed normal requirements but are outstanding and deserve special commendation."

Two avenues of appeal are open to employees who are dissatisfied with their ratings—an impartial review within the agency, and an appeal to a board of review. However, employees who wish to appeal

ratings of "Satisfactory" have to choose one of the two avenues; they cannot use both.

The Commission is empowered to inspect the administration of agency plans; to revoke its approval of any plan that does not conform with the requirements of the act, or with the Commission's standards, which are issued under authority of the act; and to prescribe a plan to replace any revoked plan.

ESTABLISHMENT OF AGENCY PLANS

Preliminary Steps

After the effective date of the Performance Rating Act—December 29, 1950—agencies could not make or use any ratings except under a plan approved by the Commission in accordance with the new law; efficiency-rating systems other than the one provided for in the new law were abolished as of that date.

In the 90-day period between approval of the act and the effective date, an attempt was made to have in readiness, in as many agencies as possible, performance-rating procedures to replace those that were to be abolished.

Under date of November 7, 1950, the Commission issued to the agencies (1) instructions for the submission of performance-rating plans for Commission approval and (2) standards governing approval of plans.

Agencies were advised to consult with Commission personnel informally before submitting their plans officially—to facilitate prompt approval of the plans when they were submitted officially. Every agency has taken advantage of this suggestion.

Every acceptable plan submitted to the Commission by December 29 was cleared by the Commission before the close of business that day. All agencies were not ready to submit their plans by that day; consequently, our consultation and advisory service continued. The practice of informal review is also being followed in instances where revision of agency plans is found to be necessary.

Transitional plans were approved for a number of agencies—those that were not ready to submit complete plans by December 29.

The Commission's Standards

To receive Commission approval, an agency performance-rating plan must conform with the Commission's standards, which have been published in the Federal Personnel Manual. By the end of the fiscal year 1951, performance-rating plans of 71 agencies had been approved by the Commission.

The standards consist of both requirements and restrictions. The major points are stated below.

The general basis for all ratings must be the performance requirements of the duties performed.

Performance-rating plans may contain no provision that requires ratings to conform with any predetermined distribution—for example, a provision requiring the number of ratings at any particular level to have a percentage relation to the total number of ratings; and they may contain no provision that establishes any other arbitrary controls that prevent fair appraisals in relation to performance requirements.

Plans must prohibit the rating of any performance as deficient if the performance requirement was not known by the employee or if the employee was not given a fair opportunity to meet the requirement.

Plans must include no secret method or process.

An "Outstanding" rating has to be reviewed by a high-ranking official or committee wherever possible and has to be supported by a written justification showing that the rating is warranted under the definition stated in the Performance Rating Act.

An "Unsatisfactory" rating has to be supported by a written justification stating wherein the performance is unsatisfactory, the facts of the prior warning, and the efforts made after the warning to help the employee bring his performance up to a satisfactory level.

Appeals from "Unsatisfactory" ratings must be taken first through the impartial-review procedure of the agencies before they can be taken to the boards of review.

Provision must be made for notifying every employee of the essential features of the plan.

VI

Position Classification

EFFECT OF THE NATIONAL EMERGENCY

The increase in Federal employment that resulted from the national emergency has caused a material increase in the Commission's position-classification work.

On the date of approval of the Classification Act of 1949—October

28, 1949—the act covered approximately 885,000 positions. On June 30, 1951, the number of positions within its scope had increased to approximately 1,067,000.

Top priority is given to activities that are directly related to the defense program:

(1) In special cases, audits are made to prevent “pirating” between defense agencies or between defense and nondefense agencies. (By “pirating” is meant the overgrading of positions in an agency for the purpose of attracting personnel from other agencies. Charges of pirating arise during periods of large-scale expansion in Government personnel, especially in an emergency, and are usually directed at new agencies and at established agencies with newly acquired functions that require the prompt hiring of large numbers of additional employees.)

(2) Special assistance is given to new agencies, to insure that positions in those agencies are placed in the correct classes and grades.

(3) Since the emergency arose, the Commission has reviewed its position-classification standards program (which is discussed below), and is giving priority to the issuance of standards for which the greatest need exists in the defense agencies.

Second priority is given to advisory service to defense agencies and to pre-audits requested by agencies or directed by the central office of the Commission.

After these needs are met, our staff resources are devoted to advisory service to nondefense agencies and to post-audits and other regular activities.

FIRST YEAR UNDER NEW CLASSIFICATION ACT

The end of the fiscal year 1951 marked the completion of the first entire fiscal year of operation under the Classification Act of 1949.

In general, the new act is operating well, and the agencies are exercising their new authority with care and good judgment. It was necessary, however, to suspend temporarily the allocating authority of three agencies and to require that all their position allocations be pre-audited by the Commission. The effect of these suspensions has been salutary, and it is hoped that the suspensions may soon be lifted.

The Audit Program

Audits of positions in the departmental service under the Classification Act of 1949 were undertaken for the first time during this fiscal year, and a total of approximately 17,000 jobs were covered. The

primary objective was study of the quality of agency classification programs.

A program of advice and counsel to agencies, including the handling of about 1,000 specific submissions of cases for prior approval, was also carried on.

In April 1951, it was found desirable to enter actively into the allocation of jobs in certain of the emergency agencies. Representatives of the Commission were stationed in the agencies to review all jobs being created. Action had been taken on about 2,600 jobs at the end of the fiscal year.

In the field service, the audit program was hampered by the necessity of training newly recruited position classifiers during the first quarter of the fiscal year and, during the entire fiscal year, by the need of new and expanding defense agencies for advice and counsel on position classification.

The Commission's regional offices, which were under instructions to give top priority to meeting the needs of defense agencies, audited 62,475 field-service positions during the year.

The immediate result of these audits is that the Commission finds incorrectly allocated positions and causes the allocations to be corrected. Of greater importance, however, is the fact that in the course of the audits an effort is made to learn why positions have not been allocated correctly, and agencies are thus led to improve their administration of the classification program.

Position-Classification Standards

Position-classification standards (formerly titled "class specifications and statements of allocation standards") are published under authority of the Classification Act of 1949.

Six hundred and sixty-four class standards were published in the fiscal year 1951, making a total of 9,045 class standards published in the last 8 fiscal years.

The Commission prepares standards on the basis of a Nation-wide sampling of position information to insure their Government-wide applicability. In developing standards, the Commission seeks the active working cooperation of the operating, administrative, and technical officials and employees in the agencies, and informal and formal committees of professional and scientific groups.

The Commission will continue the development of new class standards where needed, and will revise existing published standards as rapidly as central-office staff resources permit.

SPECIAL STUDIES

Positions in Grades GS-16, 17, and 18

The Classification Act of 1949 established three new grade levels—GS-16, 17, and 18—at the top of the classification structure. The act provided that at any one time no more than 25 positions could be placed in grade GS-18, 75 in GS-17, and 300 in GS-16.

Three acts approved during the fiscal year 1951 permitted the placing of additional positions in these grades:

(1) The Defense Production Act of 1950 (sec. 710 (a), Public Law 774, 81st Cong.) authorized the President, to the extent he deemed it necessary and appropriate in order to carry out the provisions of that act, to place positions in grades GS-16, 17, and 18, such positions to be in addition to the number originally authorized by the Classification Act.

Agencies having functions under the Defense Production Act were authorized by Executive order to submit requests for the classification of positions in the three highest grades to the Chairman of the Civil Service Commission for action in accordance with the standards and procedures of the Classification Act. Each request was accompanied by a certificate stating that the duties were essential and appropriate for the administration of the Defense Production Act.

The President limited the number of positions that may be placed in GS-16, 17, and 18 under that act to 250, of which not more than 36 may be allocated to GS-18.

(2) The Federal Civil Defense Act of 1950 (sec. 401, Public Law 920, 81st Cong.) provided that 22 positions in the Federal Civil Defense Administration may be placed in GS-16, 17, and 18, in accordance with the standards and procedures of the Classification Act, such positions to be in addition to the number originally authorized by the Classification Act. Twenty positions have been approved under this provision.

(3) The Supplemental Appropriation Act, 1951 (sec. 108, Public Law 843, 81st Cong.) permitted the President to authorize additional positions in GS-16, 17, and 18, in accordance with the standards and procedures of the Classification Act. The act provided: "Under authority herein, grades 16, 17, and 18 now in the Defense Establishment may be increased by an additional number of not more than one-third of each grade now employed in that Establishment." One position in GS-18, five in GS-17, and 20 in GS-16 were authorized by the President.

Overtime, Night and Holiday Pay

In recent sessions of Congress, a large number of proposals have been made to amend the overtime, night and holiday provisions of

the Federal Employees Pay Act of 1945, as amended. The proposals have been so diverse and have covered such a broad field that the need for a comprehensive study of the problem was apparent. To afford the Commission and the Bureau of the Budget a sound basis for recommending action on proposed legislation, a study was jointly planned and carried out by the two agencies.

Data obtained from both governmental and nongovernmental sources were used in drafting a staff report, the findings and recommendations of which were presented to appropriate committees of the Congress and formed the basis for Commission legislative recommendations.

VII

Federal Employees Loyalty Program

This chapter reports on court decisions relating to Executive Order 9835 of March 21, 1947—the order establishing the Federal employees loyalty program; on the Commission's loyalty-investigation activities; on administrative developments; on the President's order changing the standard of decision; and on the adjudication of loyalty cases by loyalty boards.

COURT DECISIONS

In the spring of 1951, the United States Supreme Court took its first action in matters relating to the President's loyalty order. Developments during the year with respect to these and other cases in the courts are summarized below.

Cases Involving Individuals

Two of the cases considered by the Supreme Court were *Bailey v. Richardson et al.*, which involved an appointee to the competitive service, and *Washington et al. v. McGrath et al.*, relating to a group of employees. In the *Bailey* case, the Court affirmed, on April 30, 1951, the decision favorable to the Government rendered by the United States Court of Appeals for the District of Columbia. In the *Washington* case, the Court affirmed, on May 7, 1951, the lower-court

judgment favorable to the Government. In both cases, the vote of the Court was 4 to 4, Justice Clark, formerly Attorney General, not participating.

On the basis of the Supreme Court's action in the *Bailey* case, the United States Court of Appeals for the District of Columbia, on June 18, 1951, dismissed appeals filed by two appointees in the cases of *Neirenberg v. McGrath et al.* and *Tabor v. McGrath et al.*

During the year, lower courts had before them suits filed in two employee cases. In *Kutcher v. Gray et al.*, the United States District Court for the District of Columbia held, on June 14, 1951, that since there was ample evidence to sustain the action taken by the agency loyalty board under the standard of Executive Order 9835, the dismissal of the employee was proper. This decision has been appealed. Another case, *Mouton v. United States*, was pending on September 15, 1951, before the United States District Court for the Northern District of the State of Washington.

Cases Involving Organizations

On April 30, 1951, the Supreme Court acted on three cases in which suits had been brought by organizations listed by the Attorney General under section 3, part III, of Executive Order 9835. These were *Joint Anti-Fascist Refugee Committee v. McGrath et al.*, *National Council of American-Soviet Friendship, Inc., et al. v. McGrath et al.*, and *International Workers Order, Inc., et al. v. McGrath et al.*

The Court did not pass upon the constitutional issues raised by the organizations concerned, nor upon the question of whether these organizations are in fact communistic. By a vote of 5 to 3, Justice Clark not participating, the Court remanded the cases to the United States District Court for the District of Columbia for consideration. Subsequently, the Government answered the complaints filed by these organizations, and on September 15, 1951, these cases were pending before the District Court.

INVESTIGATIVE ACTIVITIES OF THE COMMISSION ¹

The Commission continued its loyalty-investigation activities, which consist of checking records and files, and conducting inquiries, at sources of information listed in Executive Order 9835.

Information developed by the Commission in these activities is being used to an increasing extent by agencies that grant security clearances; the agencies are thus freed of the necessity of conducting their own checks of the major sources of loyalty and security information when such checks are required for security clearances.

¹Investigative activities relating to matters other than the loyalty program are discussed on pp. 48 and 49

The following table shows, by fiscal years, the record-check and inquiry activities of the Commission since the beginning of the loyalty program :

Record-check and inquiry cases	1948	1949	1950	1951	Total
Received.....	319,208	507,722	251,829	892,928	1,971,687
Processed to completion.....	94,262	514,458	292,099	479,364	1,380,183
Requiring further investigative action because of suitability questions.....	1,077	7,746	7,005	21,511	37,339
Processing discontinued before completion.....	10,654	69,584	14,076	29,581	123,895
Remainder in process.....				430,270	430,270

DEVELOPMENTS IN ADMINISTRATION OF THE PROGRAM

Organization in New Agencies

During the year, the Department of the Army, which previously had operated under security standards, provided also for loyalty proceedings; and new defense agencies established loyalty boards and procedures. In addition, the Civil Service Commission extended its loyalty-board organization by the appointment in Puerto Rico of a panel of the Fifth Regional Board.

Coordinating Activities of the Loyalty Review Board

The Loyalty Review Board continued its coordinating and reviewing activities with respect to the program as a whole. It advised agencies and regional loyalty boards on problems growing out of the defense emergency, maintained cooperative relationships with the Department of Justice, and continued to report to the public on the loyalty program.

In January 1951, former Senator Hiram Bingham became Chairman of the Board, succeeding Mr. Seth W. Richardson, who resigned after 3 years of distinguished service. Matters of general policy were considered at two meetings of the full Board, and interim action was taken by an executive committee. A total of 59 three-member panels of the Board heard appeals, reviewed cases on post-audit, or acted on new and revised agency loyalty procedures. Several of these panels met on consecutive days in different cities so as to hold hearings at places convenient for appellants.

CHANGES IN POLICY AND PROCEDURE

New Standard of Decision

On April 28, 1951, by Executive Order 10241, the President changed the standard for refusal of employment or removal from employment in an executive agency on grounds relating to loyalty from "reason-

able grounds for belief that the person involved is disloyal"—the standard of Executive Order 9835—to "a reasonable doubt as to the loyalty of the person involved." This was the standard used by the Civil Service Commission in World War II.

Executive Order 10241 applies to the adjudication of cases in process on April 28 and those subsequently received; the order has also caused reconsideration of many cases. Following issuance of the order, the Loyalty Review Board directed the reopening of certain categories of cases, including all those in which an adverse decision of an agency or regional loyalty board had been reversed on appeal. In view of the continuing responsibilities of agency heads under the Constitution and statutes, as well as under the loyalty program, an agency head may also reopen any case decided under the former standard that is under his jurisdiction.

Instructions Issued on Other Subjects

During the year, the Loyalty Review Board amended or supplemented its directives to agencies and regional loyalty boards in several respects. All amendments, including changes pursuant to Executive Order 10241, were incorporated in a revised edition of the Board's basic *Statement, Regulations and Directives*, dated August 15, 1951.

Instructions related principally to: Revocation of a provision permitting resignation, in exceptional circumstances, after an adverse decision by a loyalty board; the requirement that the attorney representing an employee not be from the general counsel's office of the agency, since such persons frequently assist agency loyalty boards; a lower board's obligation to invite all nonconfidential adverse witnesses to appear at an individual's hearing; and provision for a loyalty board to hear in private a witness who, for compelling reasons, is unwilling to testify at a hearing.

Information about organizations and groups designated and classified by the Attorney General under Executive Order 9835, including successors to organizations previously listed, was received from the Department of Justice and disseminated by the Loyalty Review Board to all agencies and the public on these dates: 1950—August 3, September 11, and November 16 (consolidated list); 1951—January 29, April 23, April 26, and September 6.

EMPLOYEE LOYALTY CASES IN THE AGENCIES

In October 1950, the number of loyalty cases referred to agencies rose sharply. From then on, agency boards received more cases than in the corresponding months of the previous year. Most of the new

cases involved persons appointed in the defense emergency to positions excepted from the competitive service. Late in the year, agency boards were confronted with the additional task of considering under the "reasonable doubt" standard of Executive Order 10241 many cases previously adjudicated under Executive Order 9835. On June 30, 1951, more than half the agencies had cases pending, and the number of such cases was almost three times what it had been a year earlier.

This account of developments during the year provides background for a summary of the progress made by agencies in their adjudication of loyalty cases. On July 1, 1950, agencies had in process the cases of 400 persons on whom the Federal Bureau of Investigation had conducted full field loyalty investigations, and during the year they received 1,182, making a total of 1,582 persons whose cases were before agencies in the course of the year. The agencies completed their work on the cases of 588 of these persons, as follows: The cases of 385 persons were decided favorably by agency boards or after appeal to the agency heads; as a result of unfavorable decisions, 12 employees were removed and four appealed to the Loyalty Review Board; and 187 employees left the service prior to a decision on loyalty. At the end of June 1951, agencies had the cases of 994 persons at some stage of consideration.

Agency workloads were even heavier than the previous figures indicate because the figures reflect the number of individuals involved and do not show the number of cases that required reconsideration. Some cases previously closed were reopened upon the receipt of supplemental reports from the Federal Bureau of Investigation; others were remanded by the Loyalty Review Board to lower boards for further hearings or other proceedings; and after April 28, 1951, when Executive Order 10241 was issued, several hundred cases decided under the former loyalty standard were returned to agencies for adjudication under the "reasonable doubt" standard.

REGIONAL BOARD ACTION ON APPOINTEE CASES

The workloads of the 14 regional loyalty boards of the Commission became heavier in the fiscal year 1951 as the numbers of new appointees to positions in the competitive service, and applicants for such positions, increased in the defense emergency.

During the year ending June 30, 1951, the regional loyalty boards had before them for adjudication the cases of 2,114 persons on whom the Federal Bureau of Investigation had conducted full field loyalty investigations, of which 1,937 were cases received on or after July 1, 1950. The boards completed work on the cases of 1,284 persons, as follows: 1,023 persons were found eligible for Federal employment; as a result of adverse decisions, 29 were removed or denied appoint-

ment, and 15 appealed to the Loyalty Review Board; 217 other appointees left the service, or the applicants withdrew, prior to a decision on loyalty. At the end of June 1951, the regional boards had the cases of 830 persons at some stage of consideration.

The preceding figures reflect only the number of individuals involved in the cases before the Commission's regional loyalty boards during the fiscal year 1951. Actual workloads were considerably heavier because these boards were faced with the problem of reconsidering several hundred cases. A few were cases remanded to the boards by the Loyalty Review Board for further proceedings; most were cases previously considered under Executive Order 9835 that were referred to the regional boards for adjudication under the revised standard of Executive Order 10241.

In addition to adjudicating cases, regional loyalty boards noted, during the fiscal year ending June 30, 1951, the names of 562 appointees who left the service before their loyalty cases had been decided. Proceedings will be completed if these persons seek to reenter the Federal service.

ACTION OF THE LOYALTY REVIEW BOARD ON CASES

The Loyalty Review Board acts on appeals, post-audits cases decided favorably without appeal to the Board, and reviews cases under various other circumstances.

Post-audit and Review

During the fiscal year 1951, the Loyalty Review Board post-audited 2,169 cases in which favorable decisions were rendered by agencies and regional loyalty boards. The Board found that proper procedures had been followed in 2,100 instances, and authorized the closing of these cases, but in order to insure uniformity in essential procedures, 54 cases were remanded to boards in the agencies or in Civil Service regions for further processing. In the other 15 instances, the Review Board scheduled review of the cases on their merits and offered to hear the individuals concerned before rendering its decision on their cases; however, six of these persons resigned, and their cases were closed as incomplete. The Board's review of the other nine cases was completed, and since such review is similar to consideration of an appeal, the cases of these individuals are included in the following section showing action on appeals received by the Loyalty Review Board.

Appeals to the Loyalty Review Board

In the fiscal year 1951, the Loyalty Review Board, which is the highest appellate body under the loyalty program, received fewer

appeals than in the two preceding years, since action had already been taken on most "incumbent employee" cases and few cases of new personnel had reached the appellate stage. Moreover, almost half the cases appealed were remanded or returned to lower boards for readjudication after the President issued Executive Order 10241.

During the year, the Board had before it the appeals of 94 individuals, including appeals on loyalty by veterans entitled to the benefits of section 14 of the Veterans' Preference Act of 1944. Of the total, 85 were appeals from adverse decisions by agency heads and by regional loyalty boards and nine were cases rated favorably by agencies or regional boards and considered on their merits by the Review Board under authority of its Regulation 14. The Board's action on these cases was as follows: 33 of the appellants were rated eligible for Federal employment; 59 were found ineligible and consequently were removed or denied employment; and 2 appeals were pending on June 30, 1951.

These figures do not include appeals that the Loyalty Review Board received in the fiscal year 1951 from 22 other individuals whose cases were remanded or had not been decided by the Review Board on April 28, 1951, and so were returned to lower boards for adjudication under the standard of Executive Order 10241.

Other Action on Cases

During the past year, the Loyalty Review Board rendered advisory opinions to the Civil Service Commission in six cases involving loyalty. The Board also continued to review and determine the disposition of various loyalty cases in which adjudication by the Board was not required. For instance, the Board noted in the fiscal year the names of 435 employees who left the service before a decision in their cases; this was done so that proceedings can be completed if these persons seek reemployment in the Federal service.

STATUS OF LOYALTY CHECKS AND CASES

From the inception of the program through June 30, 1951, more than 3,100,000 loyalty forms were checked with the files of the Federal Bureau of Investigation and with other records and sources as appropriate. Of this number, about 1,800,000 related to employees on the rolls of Federal executive agencies October 1, 1947, when the program began, and 1,380,183 related to new and prospective appointees.

Investigation was scheduled whenever any of these checks revealed a question of loyalty. By the end of June 1951, reports of investigation on 15,658 persons had been referred to the appropriate boards for

consideration—the cases of 101 persons under investigation when the program began and 15,557 investigated by the Federal Bureau of Investigation. In the course of considering these cases, loyalty boards issued 6,859 interrogatories and letters of charges and held 2,321 hearings.

The outcome of action by agencies, by regional loyalty boards, and by the Loyalty Review Board through June 30, 1951, on the loyalty cases of the 15,658 employees, new appointees and applicants was as follows: 8,871 persons were cleared by favorable decisions on loyalty, including 201 on appeal; 330 persons were removed or denied Federal employment on loyalty grounds; in the cases of 3,340 persons, loyalty proceedings were discontinued when the individuals involved left the service or withdrew their applications—549 after the issuance of interrogatories or charges; and the cases of 1,826 persons were in process of adjudication at the end of June 1951. The remaining 1,291 cases had been referred to the Department of the Army, and approximately 1,000 of these were processed under security laws before that Department began to operate under the loyalty program in the fall of 1950.

VIII

Other Developments of the Year

CHANGE IN COMMISSION CHAIRMANSHIP

Harry B. Mitchell, after almost 18 years as a member of the Commission, resigned from his position as of March 15, 1951. He was succeeded by Robert Ramspeck, who took the oath of office March 16, 1951.

Chairman Mitchell served longer than any other Commissioner since the establishment of the Commission in 1883. He was President of the Commission from his appointment in May 1933 until August 1949, when his position was redesignated as Chairman under a reorganization plan.

During Chairman Mitchell's incumbency, the Commission grew from a force of fewer than 600 serving a competitive service of 456,009 Federal employees to a force of 3,800 serving a competitive service of more than 2,000,000. He took an active part in all phases of the Commission's work, directing the changes and adaptations that became necessary as the United States passed from economic depression to national defense, then on to war. He presided over the conversion of the Federal service from a wartime to a peacetime basis.

When he wished to be relieved of the duties of his position toward the end of this period, the President of the United States asked him to remain in order to direct the changes caused by the reorganization of the Commission in 1949. Chairman Mitchell remained for nearly 2 years longer, before entering upon his well-earned retirement; during this period, the Korean emergency made necessary further changes in civil-service procedures.

In 1946 and 1947, he served as a member of the President's Temporary Commission on Employee Loyalty, which drafted the Executive order under which the Federal employees loyalty program operates.

In 1950, he became a member of the Inter-departmental Committee on Defense Manpower of the Department of Labor, and in 1951 a member of the Manpower Policy Committee of the Office of Defense Mobilization.

Of particular interest to Chairman Mitchell was the strengthening of retirement, political-activity, and postmaster legislation.

In reluctantly accepting his resignation, the President of the United States wrote: "Your sincere belief in the merit system and in civil service principles, your humane spirit combined with a liberal mind

and practical outlook, and your wisdom and knowledge of human nature, have given confidence not only to the Federal employees but to all those in our country who desire good administration."

At the time of Chairman Robert Ramspeck's appointment, he was Executive Vice President of the Air Transport Association of America, an organization of commercial airline companies.

He has had a long and distinguished career in city, county, State and Federal government. He served as Member of the U. S. House of Representatives from the Fifth District of Georgia from 1929 to 1945; he resigned to join the transport association.

As a Member of the House, Mr. Ramspeck was noted for his constructive activities aimed at improving the operation of the merit system and at bettering the conditions of Federal employment. He served as Chairman of the House Civil Service Committee from 1935 to 1945. Among the outstanding pieces of legislation sponsored by him were the Ramspeck-O'Mahoney Postmaster Act, which made first-, second- and third-class postmaster positions subject to competitive examination, and the Ramspeck Act of November 26, 1940, one of the most important statutes in the history of the Federal civil service, which authorized the President greatly to extend the scope both of the Civil Service Act and of the Classification Act.

RÉSUMÉ OF SIGNIFICANT COURT DECISIONS

Administrative Procedure Act

Riss and Co. v. United States, U. S. Supreme Court, April 16, 1951.—The court ruled that the Administrative Procedure Act is applicable to hearings held by the Interstate Commerce Commission on applications for certificates of public convenience and necessity to operate as a common carrier by motor vehicle. (See "Administrative Procedure Act," p. 49.)

Compensation

Barker v. United States, Court of Claims, July 10, 1950.—The court ruled that Canal Zone police are entitled to overtime pay, holiday pay, and a night pay differential under the Federal Employees Pay Act of 1945.

Mendez v. United States, Court of Claims, April 3, 1951.—The plaintiff had been suspended on charges of disloyalty and subsequently restored to duty after appeal to the Loyalty Review Board. The court held that the effect of the Board's finding was that plaintiff's suspension was not justified or warranted and that he was therefore entitled to back pay under Public Law 623, 80th Congress.

Loyalty

Brief statements on court decisions relating to the Federal employees loyalty program appear on pages 31 and 32 of this report.

Officers and Employees

Martilla v. United States, Court of Claims, December 5, 1950.—The court ruled that when a Federal employee's claim for an award for a useful suggestion is fairly considered and denied by his agency, the employee has no basis for a law suit.

Foltz v. Moore McCormack Lines, Inc., U. S. Court of Appeals, Second Circuit, May 28, 1951.—The court held that false defamatory statements maliciously made to the Federal Bureau of Investigation during that agency's investigation of a Federal employee may be the basis for a suit against a former employer for giving such information and causing loss of the Federal job.

Removal

Deak v. Pace, U. S. Court of Appeals, District of Columbia, December 7, 1950.—In accordance with statutory authority, plaintiff was summarily removed and subsequently given a letter of charges. The charges were that she had attended a meeting open only to Communist Party members and meetings openly sponsored by the Communist Party. The time and place of the meetings were not given. The court held that under these circumstances plaintiff had not been "fully informed" of the charges against her as required by the summary-removal statute.

Levy v. United States, Court of Claims, December 5, 1950.—Plaintiff, who was serving under a war-service appointment, was removed during his trial period. The War Service Regulations authorized such removals after a full and fair trial on the job. Plaintiff alleged that his removal was arbitrary, capricious, and malicious. The court disagreed with the Government's contention that plaintiff had no cause of action, holding that he must be given opportunity to prove his allegation.

Veterans

REEMPLOYMENT

Elder v. Brannan, U. S. Supreme Court, May 7, 1951.—The court reversed the decision of the U. S. Court of Appeals, District of Columbia, June 15, 1950, and held that section 2 of the Veterans' Preference Act of 1944 in itself gives no preference in reemployment to veterans; any such preference must be found in the other sections of the act. In addition, the court ruled that the Commission's Retention Preference Regulations, which divide employees into groups on the basis of tenure, were valid.

Alley v. Craig, U. S. District Court, Maine, April 17, 1951, and *Fredericks v. Rossell*, U. S. District Court, Southern District, New York, December 27, 1950.—These cases involved veterans who had been removed and were seeking court action to require that they be reemployed. Both courts held that they were without jurisdiction to order reemployment.

REMOVAL

Love v. United States, Court of Claims, April 3, 1951.—Plaintiff was a veteran who had been removed. The court held that it was not authorized to review the Commission's decision on the merits when the procedural requirements of section 14 of the Veterans' Preference Act of 1944 had been complied with.

INSPECTION PROGRAM

References to the service aspects of the Commission's inspection program are contained in part IV of this report. The discussion below is concerned with the regulatory aspects of the program.

Inspection Activity in New Agencies

Although the Commission has delegated to the agencies broad authority to act for the Commission in the fields of recruiting and examining, appointments continue to be made under our qualifications standards and our instructions regarding such matters as veteran preference. They are subject to review during the Commission's regular inspections of agency personnel operations; the objective is to make certain that merit principles have been followed.

As the Korean situation became more serious, the military departments increased their activity. In the same period, new defense agencies were set up to handle such matters as wage and price stabilization, increased industrial production, and stockpiling of strategic materials. As this expansion took place, the Commission, through its inspection service, kept a careful check on personnel activities to make sure that appointments were made in conformance with Civil Service Regulations and the Veterans' Preference Act.

Checking on Position Changes

In June 1951, the Commission authorized agencies to make position changes through GS-15 in accordance with the Commission's qualifications standards but without submitting the cases to the Commission for audit. The Commission determines by inspection of records

in employees' personnel folders whether, in cases of indefinite appointment by noncompetitive action and position change, standards have been complied with.

Executive-Order Appointments

By Executive Order 10182 of November 21, 1950, the President delegated certain authority to heads of agencies, including the authority vested in him by sections 710 (b) and 710 (c) of the Defense Production Act. The President delegated to the head of any agency having responsibilities under the Defense Production Act the authority to employ, without compensation, persons of outstanding experience and ability; in addition, agencies are authorized to employ experts or consultants on a per-diem basis.

The Executive order provides that the Chairman of the Civil Service Commission shall survey appointments made under the provisions of the order at least once every 3 months and report his findings and recommendations to the President. The Chairman of the Commission has assigned to the Inspection Division the responsibility of making the surveys, two of which were completed during the fiscal year 1951. The surveys consist primarily in determining whether the duties being performed by the appointees are such as to be properly within the scope of the Executive-order authority.

Performance Ratings

The Performance Rating Act of 1950, requiring agencies to establish performance-rating plans, is discussed in part V of this report. Each agency plan is subject to the Commission's approval. The Commission is authorized to revoke its approval of a plan upon determining that it does not meet the requirements of the Act and of the Commission's regulations. One of the functions of the Commission's inspection service is to inspect the administration of agency performance-rating plans.

Volume of Inspection Work

During the fiscal year 1951, the following inspections were made:

Number of field-service personnel programs inspected.....	1,364
Number of departmental personnel programs inspected.....	102
Number of boards of United States civil-service examiners inspected:	
In post offices.....	1,290
In other field establishments.....	450
Number of committees of expert examiners inspected in headquarters offices.....	63

REMOVAL OF FEDERAL EMPLOYEES

Reports from Federal agencies show that in the fiscal year 1951, 17,250 employees were removed from the service for inefficiency, or for abuse of leave, or for crime or fraud, misconduct, or other serious cause.

Every year a substantial number of Federal employees are removed from their positions for such reasons. The figures do not support the allegation heard from time to time that the laws and regulations governing removals are so unwieldy and so complicated that agency officials find it virtually impossible to discharge inefficient or otherwise unsatisfactory employees.

In July 1950, the Commission made a study of the reasons for which Federal employees are removed from their positions. Almost 2,000 removals were included in the study. Inefficiency was the reason, or factor, that occurred most frequently as the basis of removals; it was a factor in more than 800 of the removals studied. Following is a tabulation of the findings:

Reason	Removals based on this reason, wholly or partly	Relative frequency (expressed as a percentage) with which this reason occurred
Inefficiency.....	827	36.1
Abuse of leave.....	551	24.1
Crime or fraud related to work.....	212	9.3
False statement in application.....	146	6.4
Use of intoxicants.....	131	5.7
Failure to meet suitability standards.....	124	5.4
Misconduct.....	89	3.9
Insubordination.....	68	3.0
Crime or fraud not related to work.....	57	2.5
All other reasons.....	82	3.6
Total.....	1 2, 287	100.0

¹ This number is slightly greater than the number of removals studied because some of the removals were based on more than one reason.

ADJUDICATION OF APPEALS

Reduction-in-Force Appeals

The following table compares the volume of reduction-in-force appeals received by the central-office Personnel Classification Division in the fiscal years 1950 and 1951:

Appeals received, processed, and on hand	Fiscal year	
	1950	1951
On hand from previous year.....	119	192
Received.....	1,309	184
Processed.....	1,236	349
On hand at end of year.....	192	27

Appeals from reduction-in-force decisions of the central-office Personnel Classification Division and of the Commission's regional offices are received by the central Board of Appeals and Review. At the beginning of the fiscal year 1951, the Board had on hand 109 such appeals from the previous year. During the fiscal year 1951, the Board received 329 such appeals and processed 280; at the end of the year, 158 appeals were on hand.

Appeals From Examination Ratings

The following table shows action taken by the central Board of Appeals and Review, in the fiscal year 1951, on appeals involving ratings received by competitors in civil-service examinations—both ratings based on written tests and ratings based on an evaluation of experience and training:

Appeals received and subsequent action	Number
On hand from previous year.....	117
Received.....	414
Total.....	531
Cases disposed of:	
Previous action sustained.....	395
Previous action reversed:	
On the basis of new or additional evidence.....	59
On the basis of original evidence.....	16
Appeals withdrawn or canceled.....	10
Total.....	480
On hand at end of year.....	51

The number of appeals received by the Board, however, does not represent the entire volume of appeals on examination ratings, since the Board of Appeals and Review does not entertain appeals until they have been considered and denied by the highest review level in the central-office divisions or the regional offices that made the original ratings from which the appeals were taken.

Retirement Appeals

The following table shows action taken by the central Board of Appeals and Review, in the fiscal year 1951, on appeals involving claims for retirement on annuity:

Appeals received and subsequent action	Number
On hand from previous year.....	29
Received.....	195
Total.....	224
Cases disposed of:	
Previous action sustained.....	180
Previous action reversed:	
On the basis of new or additional evidence.....	12
On the basis of original evidence.....	9
Appeals withdrawn or canceled.....	2
Total.....	203
On hand at end of year.....	21

The majority of retirement appeals related to the question of total disability for useful and efficient service.

Appeals Under Section 14 of Veterans' Preference Act

These appeals relate to discharge, suspensions for more than 30 days, furloughs without pay, and reductions in rank or compensation. The original appeals are made by veterans. In the field service, the appeals are decided by the directors of the Civil Service regions in which they arise; in the departmental service, Washington, D. C., they are decided by the Commission's Chief Law Officer. Decisions of these officials may be further appealed to the Commission by the veterans or by the agencies concerned.

The following table shows the number of appeals processed in regional offices and in the Office of the Chief Law Officer for the fiscal years 1947 to 1951, inclusive:

Appeals received and nature of action	1947	1948	1949	1950	1951	Total
Appeals received.....	2, 046	2, 527	1, 768	2, 339	1, 497	10, 177
Findings rendered.....	1, 754	2, 194	1, 581	2, 125	1, 205	8, 859
Cases not within purview of Veterans' Preference Act.....	612	857	528	591	295	2, 883
Agency action sustained.....	607	975	808	1, 174	720	4, 284
Agency action reversed.....	535	362	245	360	190	1, 692
Withdrawn or suspended by appellant ¹	292	333	187	214	181	1, 207
Being processed.....					111	111

¹ For 30 calendar days or longer

The following table shows the number of section 14 appeals processed by the central Board of Appeals and Review for the same periods:

Appeals received and nature of action	1947	1948	1949	1950	1951	Total
Appeals received.....	246	499	475	669	548	2, 437
Findings rendered.....	296	435	488	507	508	2, 234
Previous action sustained.....	207	381	428	455	440	1, 911
Previous action reversed.....	89	54	60	52	68	323
Withdrawn or suspended by appellant ¹	0	0	14	87	40	141
Being processed.....					147	147

¹ For 30 calendar days or longer

Other Appeals to the Commission

In addition to the appeals discussed above, the central Board of Appeals and Review during the fiscal year 1951 received 536 appeals pertaining to suitability matters, 192 appeals involving ratings and residence qualifications in postmaster and rural-carrier examinations,

and 133 miscellaneous appeals. A total of 2,347 appeals were received by the Board during the fiscal year 1951.

Performance-Rating Appeals

Performance-rating appeals are adjudicated by performance-rating boards of review. The volume of such appeals has been greatly decreased as a result of enactment of the Performance Rating Act of 1950 (see p. 25). We are now in a period when appeals cannot be accepted under previous laws and when a normal flow of appeals under the new law has not begun.

VETERANS IN THE FEDERAL SERVICE

The making of indefinite rather than permanent appointments has caused no change in the granting of 5- and 10-point preference to qualified veteran eligibles. In addition, when agencies are authorized to hire directly in shortage categories, rather than from civil-service registers of eligibles, they must give first priority to 10-point preference applicants and second priority to 5-point preference applicants.

The current authority for granting restoration after military service is the Universal Military Training and Service Act. It provides for the restoration of Federal employees who left permanent positions subsequent to June 24, 1948, to enter upon active duty in the armed forces and who serve not more than 4 years. Provision is made, for the first time, for granting a leave of absence to employees who enter the armed forces or perform training duty.

The Commission has granted regulatory restoration rights to permanent employees who left positions to which they were indefinitely promoted or reassigned, or to which they had transferred with reemployment rights, for the purpose of serving in the armed forces. This action was necessary because the Act did not provide such rights for persons who left other than permanent positions.

In June 1951, the Commission issued instructions to agencies regarding the promotion of employees who are serving in the armed forces: "An employee absent on military duty shall be given the same consideration for promotion as employees who are serving in the agency at that time. He shall be considered for any and all promotions for which he would normally have been considered had he not been absent on military duty." Previously, such consideration was permitted but was not required.

POLITICAL ACTIVITY

Public Law 732, 81st Congress, amended section 9 (b) of the Hatch Act to give the Commission discretion in determining the penalty to be imposed when Federal employees are found to have engaged in prohibited political activity.

Between August 25, 1950—the effective date of the amendment—and the end of the fiscal year 1951, 26 Federal employees were suspended for political-activity violations, and 1 was ordered removed.

Before enactment of the 1950 amendment, dismissal was the only penalty that could be applied to Federal employees in the executive branch who violated restrictions of the Hatch Act by engaging in political activity. Under the amendment, the Commission, if it decides to do so by unanimous vote, may apply a penalty less than removal. The penalty can in no event be less than suspension without pay for 90 days.

Another provision of the amendment permitted a Federal employee previously removed under the Hatch Act to request reopening of his case to determine whether the facts of the case would have warranted a penalty less than removal. If the Commission decides by unanimous vote that a lesser penalty could have been applied, an order can be issued revoking the bar against reemployment under the same appropriation. The effect of such a bar is that the person cannot be reemployed in any job under the same appropriation.

Four reopened cases were decided during the fiscal year. In three of them, bars against future reemployment were removed, and in one the bar remains.

Statistics on political-activity cases processed by the Commission will be found in the appendix of this report (tables 16 and 17).

INVESTIGATIVE ACTIVITIES

The major part of the Commission's investigative resources were devoted to its activities under the Federal employees loyalty program (see p. 32). A number of other types of investigations were also conducted by the Commission.

"Administration of the Merit System" Cases

These other types of investigations result chiefly from so-called "administration of the merit system" cases, which arise in connection with the Commission's administration of the Civil Service Rules and of laws affecting personnel practices. Examples are investigations required to establish facts in connection with (1) the suitability or fitness of individuals, which may have been brought into question

because of apparently false statements in applications, or alleged fraud or collusion in examinations, and (2) various types of appeals and complaints.

Approximately 9,500 investigations of this type were completed during the fiscal year.

Qualifications Investigations

The Commission continued the practice of conducting personal investigations of applicants for first-class postmaster positions and for other high-level executive, administrative, technical or professional positions. These investigations are made to resolve questions of residence, suitability, or qualifications and to determine the quality and extent of the applicant's experience, training and general qualifications for the particular position concerned.

Approximately 1,800 of these investigations were conducted during the year.

Background Investigations

Late in the fiscal year the Commission initiated a program of personal investigations to obtain full facts regarding the background of persons being considered for positions of critical importance from the standpoint of national security. This program was originally based upon the Federal Civil Defense Act of 1950 (Public Law 920, 81st Cong.), which requires the Commission to conduct personal investigations for the Federal Civil Defense Administration. In May 1951, it was extended by a Bureau of the Budget bulletin to include departments and establishments which do not have investigative personnel and for which no provision for making such investigations has been made in special legislation.

Statistical information regarding this program has not been accumulated in sufficient volume to be significant.

ADMINISTRATIVE PROCEDURE ACT

Hearing-examiner positions brought under the Administrative Procedure Act during the fiscal year included the following:

(1) Eighty positions in the Bureau of Motor Carriers, Interstate Commerce Commission (*Riss and Co. v. United States*, U. S. Supreme Court, April 16, 1951).

(2) Two positions in the Post Office Department concerned with hearings in fraud-order cases and in cases involving revocation of second-class mailing privileges.

(3) Five positions in the Veterans Education Appeals Board, Veterans Administration.

The Commission issued an order directing the displacement of hearing examiners who were not serving under absolute appointment, provided they were rated ineligible in the hearing-examiner examination or were not within reach for certification on the register of eligibles.

In an opinion of February 23, 1951, the Attorney General ruled that the Commission's authority under section 11 of the Administrative Procedure Act is not limited to the establishment of general rules as to the grades and salaries of hearing examiners, together with a mere veto power over agency recommendations for promotions, but extends as well to the affirmative determination of which examiners shall be promoted to vacancies at higher grades.

FAIR EMPLOYMENT BOARD

The seven-member Fair Employment Board, which was appointed by the Commission pursuant to Executive Order 9980, held 53 meetings during the year. Most of these meetings were devoted to studying and considering the constructive phases of the fair-employment program. The remainder were devoted to the hearing of appeals and to conferences with individual agency fair-employment officers.

After 2 years of experience, the Board revised the general procedures for handling complaints within the agencies. Some of the basic changes provide that:

- (1) An individual complaint may, at the option of the complainant, be filed with the fair-employment officer of the agency rather than with the supervisor.

- (2) Complaints involving alleged discrimination against groups of employees or applicants may be filed by groups or organizations of citizens (except those proscribed by the Attorney General).

- (3) In all cases of complaints not satisfactorily adjusted at the supervisory level, the agency fair-employment officer is required to make a general appraisal of personnel actions of the unit involved, to determine its pattern of compliance with the fair-employment program.

- (4) Only one hearing will be held and only one appeal step will be required within an agency.

The Board issued basic guides for appraisal of personnel actions and minimum specifications for appraisal of appointment and promotion actions. The Board is in the process of consulting with fair-employment officers as to the effectiveness of the issuances.

The number of complaints closed out by agencies during the year declined slightly, and fewer formal appeals were received by the Board from decisions by the heads of agencies. As in the past, the majority of complaints were filed by Negroes. All but one of the appeals to the Board were from employees who alleged discrimination in failure to receive promotions, in working conditions, or in disciplinary actions.

WORK OF THE SERVICE RECORD DIVISION

Prior Approval of Personnel Actions

The Commission's Service Record Division is responsible for approving or disapproving agency requests that employees be accorded a competitive status on a noncompetitive basis. During the fiscal year the Division authorized competitive status for 7,055 persons under provisions of legislation, Executive orders, and Civil Service Rules and Regulations.

Of this number, 4,909 acquired a competitive status under the provisions of Executive Order 10157 of August 28, 1950. This order enabled nonstatus incumbents of positions in the competitive service on August 28, 1950, to acquire competitive status provided (1) they had served continuously in a full-time, active-duty status in the competitive service without a break in service of more than 60 calendar days during the 2 years immediately prior to that date, (2) their efficiency ratings were "Good" or better, (3) they were recommended by the head of the agency in which they served, and (4) they passed any noncompetitive examination prescribed by the Commission.

Inquiries Regarding Status and Service

A large number of inquiries were received from Members of Congress, agencies, and employees concerning the status and service of individuals. A total of 89,154 such inquiries were answered. They were divided as follows: Calls in person, 10,369; letters, 23,771; telephone and other informal inquiries, 55,014.

Maintaining the Service Record File

During the year, 413,248 personnel folders to contain the basic employment records of Federal employees were prepared and added to the file. They contain the records of personnel actions upon which determinations of the status of employees and further personnel actions are based.

Additional activities in connection with maintaining the file were as follows:

Nature of activity	Number of items processed
Inspecting notifications of personnel action.....	1, 787, 825
Auditing personnel actions for apportionment purposes, etc.....	40, 051
Processing notifications of personnel action into the file.....	1, 547, 187

RETIREMENT LEGISLATION

The act of August 19, 1950 (Public Law 719, 81st Cong.)—the Lighthouse Service Widows Annuity Act—places on the Civil Service Commission responsibility for administering a system under which annuities are granted to the widows of certain employees and retired employees of the Lighthouse Service. This act did not amend civil-service retirement law; it set up a separate system for this group.

Under the act of July 6, 1950 (Public Law 601, 81st Cong.), additional benefits are provided to certain annuitants who retired prior to April 1, 1948. Each married annuitant who, under the provisions of the amendment approved February 28, 1948, elected between increased annuity for himself and annuity benefits for his surviving widow (or widower) is automatically accorded the other benefit.

The act of December 28, 1950 (Public Law 892, 81st Cong.), allows certain temporary employees of the Senate and House of Representatives, theretofore excluded from retirement coverage, to secure such coverage after serving continuously for at least 1 year.

Two laws, while not direct amendments to the Retirement Act, affect its provisions with respect to the reemployment of annuitants. The act of August 11, 1950 (Public Law 686, 81st Cong.), authorizes an annuitant reemployed in the District of Columbia Office of Civil Defense to elect between receiving salary and annuity. The act of August 19, 1950 (Public Law 720, 81st Cong.), allows an annuitant appointed as a member of the District of Columbia Boxing Commission to receive both salary and annuity.

Appendix

EXECUTIVE ORDERS

Enabling certain employees of the Federal Government to acquire a competitive status

No. 10157, August 28, 1950; 15 F. R. 5834

By virtue of the authority vested in me by section 2 of the Civil Service Act (22 Stat. 404) and by section 1753 of the Revised Statutes of the United States, it is hereby ordered as follows:

1. Except as provided by paragraph 2 hereof, any employee of the Federal Government without competitive status who on the date of this order is serving in an active-duty status in an office or position in the competitive service of the Government shall be entitled to and shall acquire a competitive status upon compliance with the following conditions:

(a) The employee shall have served continuously in a full-time, active-duty status in the competitive service, without a break in service of more than sixty calendar days, during the two years immediately prior to the date of this order: *Provided*, that military service shall not be regarded as a break in service.

(b) If his employment is evaluated under an efficiency rating system, the most recent rating of the employee must be "Good" or better, and if his employment is not so evaluated, the head of the agency in which he is employed must certify to the Civil Service Commission that the employee has served with merit for six months or longer immediately prior to the date of such certification.

(c) The acquisition of competitive status by the employee must be recommended by the head of the agency in which he is employed within six months of the date of this order.

(d) The employee must successfully qualify in such suitable noncompetitive examination as the Civil Service Commission may prescribe: *Provided*, That only one such noncompetitive examination shall be given him.

2. This order shall not be applicable to (a) postmasters; (b) rural carriers in those cases with respect to which there is an existing register of eligibles for filling the position in question or with respect to which an examination has been announced by the Civil Service Commission for filling such position; and (c) persons not entitled to veteran preference who are serving in positions which are by law or by Executive order restricted to preference eligibles.

3. For the purposes of this order, employees who are on active military duty on the date hereof shall be considered as being in an active-duty status.

4. The Civil Service Commission shall promulgate regulations to effectuate the purposes of this order.

Delegating certain functions of the President under the Defense Production Act of 1950

No. 10161, September 9, 1950; 15 F. R. 6105

* * * * *
SEC. 902. * * *

(d) The functions conferred upon the President by section 710 (a) of the Defense Production Act of 1950 are hereby delegated as follows:

(1) Each officer or agency having functions under the said Act delegated or assigned to such officer or agency by this Executive order shall submit to the Chairman of the United States Civil Service Commission such requests for classification of positions in grades 16, 17, and 18 of the General Schedule as may be necessary, and shall accompany any such request with a certificate stating that the duties of the position are essential and appropriate for the administration of the said Act.

(2) Each requested position shall be placed in the appropriate grade of the General Schedule in accordance with the standards and procedures of the Classification Act of 1949. No person shall be employed in a position of grade 16, 17, or 18 under authority of section 710 (a) of the Defense Production Act of 1950 except pursuant to notice of the Chairman of the United States Civil Service Commission of the classification of the position.

* * * * *

Establishing special personnel procedures in the interest of the national defense

No. 10180, November 13, 1950; 15 F. R. 7745

By virtue of the authority vested in me by section 2 of the Civil Service Act (22 Stat. 403), by section 3 of the Civil Service Retirement Act of May 29, 1930, as amended by section 3 of the act of January 24, 1942, 56 Stat. 15, by section 1753 of the Revised Statutes (5 U. S. C. 631), and in effectuation of the purposes of section 1302 of the Supplemental Appropriation Act, 1951 (Public Law 843, 81st Congress), it is hereby ordered as follows:

SECTION 1. (a) On and after December 1, 1950, and until such time as the President may find it no longer necessary in the interest of the national defense, all appointments in the executive branch of the Government shall be made on a non-permanent basis except those of Presidential appointees and postmasters in all classes of post offices: *Provided*, that permanent appointments are authorized whenever, in unusual circumstances, the Civil Service Commission for positions in the competitive service, or the head of the agency concerned for positions outside the competitive service, determines that permanent appointments are in the interest of the Government: *And provided further*, that agencies may appoint on a permanent basis persons selected for permanent appointment prior to December 1, 1950.

(b) On and after September 1, 1950, and until such time as the President may find it no longer necessary in the interest of the national defense, all promotions, transfers of personnel from one agency to another, and, except as provided by section 2 (b) hereof, reemployment of former Federal employees shall be on a nonpermanent basis; and on and after December 1, 1950, any reassignment may, in the discretion of the head of the agency concerned, be on either a permanent or nonpermanent basis.

(c) To the extent not inconsistent with this order, appointments and posi-

tion changes in the competitive service shall be made in accordance with civil service laws, rules, and regulations, and appointments and position changes outside the competitive service shall be made in accordance with such regulations and practices as the head of the agency concerned shall find necessary.

(d) In making appointments under this order in the competitive service the recruiting facilities of the Commission and its boards and committees of examiners shall be used to the fullest extent.

SEC. 2. (a) The Civil Service Commission, whenever it determines it to be necessary in the interest of the national defense, shall prescribe regulations governing the release of employees (both within and outside the competitive service) by any agency in the executive branch of the Government for employment in any other agency, and governing the establishment, granting, and exercise of rights to reemployment in the agencies from which employees are released.

(b) In carrying out the provisions of section 9 of the Selective Service Act of 1948, as amended, or any other legal authority granting the right to reemployment in the Federal service, the Commission shall prescribe regulations limiting the right to reemployment of an individual to employment in the last position he occupied on a permanent basis or in one of equal seniority, status, and pay: *Provided*, that in such cases the Commission may by regulation provide for nonpermanent reemployment in a position of higher grade or salary.

SEC. 3. Persons given nonpermanent appointments pursuant to section 1 of this order are hereby excluded from the operation of the Civil Service Retirement Act of May 29, 1930, as amended, unless eligible for retirement benefits by continuity of service or by reinstatement, or otherwise.

SEC. 4. The Civil Service Commission is authorized to prescribe regulations and procedures, in addition to those otherwise authorized herein, for carrying out its functions and duties under this order.

Delegating to the Director of the Bureau of the Budget the function of determining, for certain purposes, agency programs related directly to the national defense

No. 10181, November 20, 1950; 15 F. R. 7973

By virtue of the authority vested in me as President of the United States, there is hereby delegated to the Director of the Bureau of the Budget the function vested in the President by section 1302 (b) of the Supplemental Appropriation Act, 1951 (Public Law 843, 81st Congress), approved September 27, 1950, of determining, for the purposes of the said section, agency programs related directly to the national defense.

Providing for the appointment of certain persons under the Defense Production Act of 1950

No. 10182, November 21, 1950; 15 F. R. 8013

By virtue of the authority vested in me by the Defense Production Act of 1950, approved September 8, 1950 (Public Law 774, 81st Congress), hereinafter referred to as the Act, it is hereby ordered as follows:

PART I

SECTION 101. (a) The head of any department or agency delegated or assigned functions under the Act pursuant to Executive Order No. 10161, of Sep-

tember 9, 1950, is hereby delegated the authority provided by subsection 710 (b) of that Act to employ persons of outstanding experience and ability without compensation. The authority delegated by this subsection 101 (a) may not be redelegated.

(b) Such heads of departments or agencies are further delegated the authority provided by subsection 710 (c) of that Act to employ experts and consultants, or organizations thereof.

(c) Such heads of departments or agencies are further delegated the authority provided by subsection 710 (d) of that Act to utilize the services of Federal, State, and local agencies and to utilize and establish such regional, local, or other agencies, and to utilize such voluntary and uncompensated services as may from time to time be needed.

SEC. 102. The head of any department or agency delegated authority pursuant to subsections 101 (a) and 101 (b) of this Part shall be guided in the exercise of that authority by the following policies :

(a) So far as possible, operations under the Act shall be carried on by full-time, salaried employees of the Government, and appointments under this authority shall be to advisory or consultative positions only.

(b) Appointments to positions other than advisory or consultative may be made under this order only when the requirements of the position are such that the incumbent must personally possess outstanding experience and ability not obtainable on a full-time, salaried basis.

(c) In the appointment of personnel and in assignment of their duties, the head of the department or agency involved shall take steps to avoid, to as great an extent as possible, any conflict between the governmental duties and the private interests of such personnel.

SEC. 103. The authority delegated by subsection 101 (c) to utilize at the regional and local levels voluntary and uncompensated services is not subject to the policies prescribed in section 102. Such authority may not be exercised, however, to fill positions subject to the Classification Act of 1949.

PART II

SEC. 201. Any person employed under Part I of this order is hereby exempted, with respect to such employment, from the operation of sections 281, 283, 284, 434, and 1914 of Title 18, United States Code, and section 190 of the Revised Statutes (5 U. S. C. 99), except as specified in the following subsections :

(a) Exemption hereunder shall not extend to the negotiation or execution, by an appointee under this order, of Government contracts with the private employer of such appointee or with any corporation, joint stock company, association, firm, partnership, or other entity in the pecuniary profits or contracts of which the appointee has any direct or indirect interest.

(b) Exemption hereunder shall not extend to making any recommendation or taking any action with respect to individual applications to the Government for relief or assistance, on appeal or otherwise, under the provisions of the Act made by the private employer of the appointee or by any corporation, joint stock company, association, firm, partnership, or other entity in the pecuniary profits or contracts of which the appointee has any direct or indirect interest.

(c) In the case of appointments under subsections 101 (a) and 101 (b) hereof, exemption hereunder shall not extend to the prosecution by the appointee, or participation by the appointee in any fashion in the prosecution, of any claims against the Government involving any matter concerning which the appointee had any responsibility during his employment under this order, during the period

of such employment and the further period of two years after the termination of such employment. In the case of appointments under subsection 101 (c) hereof, exemption hereunder shall not extend to the prosecution by the appointee, or participation by the appointee in any fashion in the prosecution, of any claims against the Government growing out of any matter with respect to which the appointee was personally concerned in his official capacity during his employment under this order, during the period of such employment and the further period of two years after the termination of such employment.

(d) In the case of appointments under subsections 101 (a) and 101 (b) hereof, exemption hereunder shall not extend to the receipt or payment of salary in connection with the appointee's Government service hereunder from any source other than the private employer of the appointee at the time of his appointment hereunder.

(e) Exemption from sections 434 and 1914 of Title 18, United States Code, shall not extend to persons appointed as experts or consultants under subsection 101 (b) hereof.

PART III

Sec. 301. Appointments under subsection 101 (a) of this order shall be supported by written certification by the head of the employing department or agency:

(a) That the appointment is necessary and appropriate in order to carry out the provisions of the Act;

(b) That the duties of the position to which the appointment is being made require outstanding experience and ability;

(c) That the appointee has the outstanding experience and ability required by the position; and

(d) That the department or agency head has been unable to obtain a person with the qualifications necessary for the position on a full-time, salaried basis.

Sec. 302. The heads of the departments or agencies making appointments under this order shall file with the Division of the Federal Register (for public inspection but not for publication) a statement including the name of the appointee, the section of this order under which he was appointed, the employing department or agency, the title of his position, and the name of his private employer.

Sec. 303. All appointments under subsections 710 (b), 710 (c), and 710 (d) of the Act shall be made under the terms of this order after the date hereof, and appointments heretofore made under those subsections of the Act shall be deemed for all purposes to have been made under this order upon compliance with the preceding sections of this Part.

Sec. 304. At least once every three months, the Chairman of the United States Civil Service Commission shall survey appointments made under this order and shall report his findings to the President and make such recommendations as he may deem proper.

Amending Executive Order No. 10182 of November 21, 1950

No. 10205, January 16, 1951; 16 F. R. 419

By virtue of the authority vested in me by the Defense Production Act of 1950, approved September 8, 1950 (Public Law 774, 81st Congress), it is hereby ordered, effective November 21, 1950, as follows:

1. Subsection 101 (a) of Executive Order No. 10182 of November 21, 1950, is amended to read as follows:

SECTION 101. (a) The head of any department or agency delegated or assigned functions under the Act is hereby delegated the authority provided by subsection 710 (b) of the Act to employ persons of outstanding experience and ability without compensation. Authority to employ persons under this subsection 101 (a) in any such department or agency shall not be redelegated by the head of such department or agency.

2. Subsection 201 (d) of the said Executive Order No. 10182 is amended to read as follows:

(d) In the case of appointments under subsection 101 (a) hereof, exemption hereunder shall not extend to the receipt or payment of salary in connection with the appointee's Government service hereunder from any source other than the private employer of the appointee at the time of his appointment hereunder.

3. That part of section 301 of the said Executive Order No. 10182 which precedes paragraph (a) thereof is amended to read as follows:

SECTION 301. Appointments under subsection 101 (a) of this order to positions other than advisory or consultative shall be supported by written certification by the head of the employing department or agency.

Amending Executive Order No. 10157 of August 28, 1950

No. 10217, February 26, 1951; 16 F. R. 1843

By virtue of the authority vested in me by section 2 of the Civil Service Act (22 Stat. 404) and by section 1753 of the Revised Statutes of the United States, it is ordered that paragraph 1 (c) of Executive Order No. 10157 of August 28, 1950, entitled "Enabling Certain Employees of the Federal Government To Acquire a Competitive Status," be, and it is hereby, amended to read as follows:

"The acquisition of competitive status by the employee must be recommended to the Civil Service Commission by the head of the agency in which he is employed within six months of the date of this order: *Provided*, that in the case of an employee who has left or, before the expiration of such six months' period, leaves his civilian position for the purpose of entering the armed forces of the United States, such recommendation must be made within six months of the date of honorable termination of the military service of the employee."

Amending Executive Order No. 9835 of March 21, 1947, which prescribed procedures for the administration of an employees loyalty program in the executive branch of the Government

No. 10241, April 28, 1951; 16 F. R. 3690

By virtue of the authority vested in me by the Constitution and statutes of the United States, including the Civil Service Act of 1883 (22 Stat. 403) as amended, and section 9A of the act approved August 2, 1939 (5 U. S. C. 118j), and as President of the United States, it is ordered that paragraph 1 of Part V of Executive Order No. 9835 of March 21, 1947, entitled "Prescribing Procedures for the Administration of an Employees Loyalty Program in the Executive Branch of the Government", be, and it is hereby, amended to read as follows:

"1. The standard for the refusal of employment or the removal from employment in an executive department or agency on grounds relating to loyalty shall be that, on all the evidence, there is a reasonable doubt as to the loyalty of the person involved to the Government of the United States."

Prescribing regulations governing the exercise by the Federal Civil Defense Administrator of certain administrative authority granted by the Federal Civil Defense Act of 1950

No. 10242, May 8, 1951; 16 F. R. 4267

By virtue of the authority vested in me by the Federal Civil Defense Act of 1950, approved January 12, 1951 (Public Law 920, 81st Congress), hereinafter referred to as the Act, it is hereby ordered as follows:

PART I

SECTION 101. (a) The authority conferred upon the Federal Civil Defense Administrator, hereinafter referred to as the Administrator, by subsection 401 (b) of the Act to employ not more than 100 such part-time or temporary advisory personnel (including not to exceed 25 subjects of the United Kingdom and the Dominion of Canada) as are deemed necessary in carrying out the provisions of the Act, and by subsection 401 (c) of the Act to utilize such voluntary and uncompensated services by individuals as may from time to time be needed, shall be exercised by the Administrator in accordance with the regulations set forth in this part.

(b) In the exercise of such authority the Administrator shall be guided by the following policies:

(1) So far as possible, Federal operations under the Act shall be carried on by full-time, salaried employees of the Government, and appointments under this authority shall be limited to advisory or consultative positions only.

(2) Appointments to positions other than advisory or consultative shall be made only when the requirements of the position are such that the incumbent must personally possess outstanding experience and ability not obtainable on a full-time, salaried basis.

(3) In the appointment of personnel and in the assignment of their duties, the Administrator shall take steps to avoid, to as great an extent as possible, any conflict between the governmental duties and the private interests of such personnel.

(c) Insofar as it relates to personnel employed at the regional or local levels, the authority conferred upon the Administrator by subsection 401 (c) of the Act to utilize voluntary and uncompensated services shall not be subject to the policies prescribed in subsection (b) hereof. Such authority may not be exercised, however, to fill positions at the regional or local levels subject to the Classification Act of 1949, as amended, unless in any particular instance the Administrator makes the determinations specified in section 102 hereof.

(d) Insofar as it relates to personnel employed in positions subject to the Classification Act of 1949, as amended, the authority conferred upon the Administrator by subsection 401 (c) of the Act to utilize voluntary and uncompensated services shall not be delegated.

SEC. 102. Appointments of individuals, under the authority conferred upon the Administrator by subsection 401 (c) of the Act to utilize voluntary or uncompensated services, to positions other than advisory or consultative (except such

appointments to positions at the regional or local levels other than positions subject to the Classification Act of 1949, as amended), shall be supported by written certification by the Administrator:

(a) That the appointment is necessary and appropriate in order to carry out the provisions of the Act;

(b) That the duties of the position to which the appointment is being made require outstanding experience and ability;

(c) That the appointee has the outstanding experience and ability required by the position; and

(d) That the Administrator has been unable to obtain a person with the qualifications necessary for the position on a full-time, salaried basis.

SEC. 103. With respect to appointments made under the authority conferred upon the Administrator by subsections 401 (b) and (c) of the Act specified in section 101 (a) of this order (except such appointments to positions at the regional or local levels other than positions subject to the Classification Act of 1949, as amended), the Administrator shall file with the Division of the Federal Register (for public inspection but not for publication) a statement including the name of the appointee, the section of the Act under which he was appointed, the title of his position, and the name of his private employer.

SEC. 104. All appointments under the authority conferred upon the Administrator by subsections 401 (b) and (c) of the Act specified in section 101 (a) of this order shall be made under the terms of this part after the date of this order, and the appointments heretofore made under such authority shall be deemed for all purposes to have been made under this order upon compliance with the provisions of sections 102 and 103 of this part.

SEC. 105. At least once every three months, the Chairman of the United States Civil Service Commission shall survey appointments made under this part and shall report his findings to the President and make such recommendations as he may deem proper.

SEC. 106. Any person employed under the authority conferred upon the Administrator by subsections 401 (b) or (c) of the Act specified in section 101 (a) of this order is hereby exempted, with respect to such employment, from the operation of sections 281, 283, 284, 434, and 1914 of Title 18, United States Code, and section 190 of the Revised Statutes (5 U. S. C. 99), except as specified in the following subsections:

(a) Exemption hereunder shall not extend to the negotiation or execution, by an appointee under the Act, of Government contracts with the private employer of such appointee or with any corporation, joint stock company, association, firm, partnership, or other entity in the pecuniary profits or contracts of which the appointee has any direct or indirect interest.

(b) In the case of personnel employed under subsection 401 (b) of the Act, and of personnel other than those employed at the regional or local levels in positions not subject to the Classification Act of 1949, as amended, under subsection 401 (c) of the Act, exemption hereunder shall not extend to the prosecution by the appointee, or participation by the appointee in any fashion in the prosecution, of any claim against the Government involving any matter concerning which the appointee had any responsibility during his employment under this order, during the period of such employment and the further period of two years after the termination of such employment. In the case of personnel employed at the regional or local levels in positions not subject to the Classification Act of 1949, as amended, under subsection 401 (c) of the Act, exemption hereunder shall not extend to the prosecution by the appointee, or participation by the appointee in any fashion in the prosecution, of any claim against the Govern-

ment growing out of any matter with respect to which the appointee was personally concerned in his official capacity during his employment under this order, during the period of such employment and the further period of two years after the termination of such employment.

(c) In the case of personnel employed under subsection 401 (c) of the Act, other than those employed at the regional or local levels in positions not subject to the Classification Act of 1949, as amended, exemption hereunder shall not extend to the receipt or payment of salary in connection with the appointee's Government service hereunder from any source other than the private employer of the appointee at the time of his appointment hereunder.

(d) Exemption from sections 434 and 1914 of Title 18, United States Code, shall not extend to persons employed under subsection 401 (b) of the Act.

PART II

SEC. 201. The authority conferred upon the Administrator by that portion of subsection 401 (c) of the Act which authorizes the utilization of the services of Federal agencies may be exercised by the Administrator in such manner, in accordance with his own discretion, as shall best serve to carry out the purposes of the Act, subject only to his obtaining the consent of the head of the Federal agency whose services are desired to be utilized.

PART III

SEC. 301. The authority conferred upon the Administrator by subsection 401 (c) of the Act, except that portion of the said subsection which authorizes the utilization of such voluntary and uncompensated services by individuals as may from time to time be needed, and that portion of the said subsection which authorizes the utilization of the services of Federal agencies, may be exercised by the Administrator in such manner, in accordance with his own discretion, as shall best serve to carry out the purposes of the Act.

PART IV

SEC. 401. The approval of the President is hereby given to the Administrator for the employment of retired personnel of the armed services, pursuant to the provisions of subsection 401 (a) of the Act.

Amending Executive Order No. 10000 of September 16, 1948, which prescribed regulations governing additional compensation and credit granted certain employees of the Federal Government serving outside the United States

No. 10261, June 27, 1951; 16 F. R. 6271

By virtue of the authority vested in me by sections 303, 443, and 853 of the Foreign Service Act of 1946 (60 Stat. 1002, 1006, 1024; 22 U. S. C. 843, 888, 1093), by the act of August 8, 1950 (64 Stat. 419; 3 U. S. C. 301-303), and as President of the United States, it is ordered as follows:

1. Sections 402, 503, and 601 of Executive Order No. 10000 of September 16, 1948, are hereby amended to read as follows:

"SEC. 402. *Salary differentials.* Foreign Service staff officers and employees at the posts referred to in section 401, above, shall, while such posts remain Foreign Service differential posts, be paid additional compensation in the form

of salary differentials at rates not to exceed 25 percent of the basic salary rates of the staff corps pay schedule, in accordance with such regulations as the Secretary of State may prescribe."

"Sec. 503. *Designation and cancellation of designation of unhealthful posts.* The Secretary of State is hereby authorized and empowered to exercise the authority vested in the President by section 853 of the Foreign Service Act of 1946 (22 U. S. C. 1093) to establish from time to time a list of places which by reason of climatic or other extreme conditions are to be classed as unhealthful posts and to cancel the designation of any places as unhealthful. Each place designated as unhealthful by the Secretary hereunder shall be so designated as of January 1, 1942, or as of a later date to be fixed by the Secretary. The provisions of sections 501 and 502 of this Executive order shall be subject to the authority delegated to the Secretary of State by this section."

"Sec. 601. *Publication.* Regulations prescribed by the Secretary of State and the Civil Service Commission, and designations of places and rates fixed by them, under or pursuant to this order shall be published in the FEDERAL REGISTER."

2. Section 404 of the said Executive Order No. 10000 is hereby revoked.

Summary of other orders affecting civilian employees in the executive branch

<i>Citation</i>	<i>Subject</i>
10143, July 12, 1950----- (15 F. R. 4465)	Authorizing the appointment of Mrs. Ruth Edna McC. Somers to a position in the competitive service without regard to the Civil Service Rules.
10146, Aug. 2, 1950----- (15 F. R. 4991)	Exempting William J. Patterson from compulsory retirement for age.
10151, Aug. 11, 1950----- (15 F. R. 5325)	Exempting William D. Hassett from compulsory retirement for age.
10162, Sept. 19, 1950----- (15 F. R. 6323)	Authorizing the appointment of Frederick C. Kilguss to the position of Deputy Administrative Assistant Attorney General, Department of Justice, without compliance with the competitive provisions of the Civil Service Rules and Regulations.
10176, Oct. 27, 1950----- (15 F. R. 7289)	Suspending certain statutory provisions relating to employment in the Canal Zone.
10177, Oct. 27, 1950----- (15 F. R. 7289)	Amending Executive Order No. 9778 of Sept. 10, 1946, which prescribed regulations governing travel and transportation expenses of new appointees to positions in the Government service located outside the United States and such expenses of employees returning to the United States.
10186, Dec. 1, 1950----- (15 F. R. 8557)	Establishing the Federal Civil Defense Administration.
10193, Dec. 16, 1950----- (15 F. R. 9031)	Establishing the Office of Defense Mobilization.
10194, Dec. 19, 1950----- (15 F. R. 9137)	Establishing the Federal Safety Council.

<i>Citation</i>	<i>Subject</i>
10196, Dec. 20, 1950----- (15 F. R. 9177)	Amending Executive Order No. 9805 of Nov. 25, 1946, which prescribed regulations governing payment of travel and transportation expenses of civilian officers and employees of the United States when transferred from one official station to another for permanent duty.
10198, Dec. 21, 1950----- (15 F. R. 9217)	Exempting Paul A. Walker from compulsory retirement for age.
10200, Jan. 3, 1951----- (16 F. R. 61)	Establishing the Defense Production Administration.
10207, Jan. 23, 1951----- (16 F. R. 709)	Establishing the President's Commission on Internal Security and Individual Rights.
10215, Feb. 16, 1951----- (16 F. R. 1703)	Exempting Arthur A. Quinn from compulsory retirement for age.
10220, Mar. 2, 1951----- (16 F. R. 2051)	Authorizing the appointment of Stanley C. Wolaston to a competitive position without regard to the Civil Service Rules.
10225, Mar. 17, 1951----- (16 F. R. 2544)	Exempting Bernice Pyke from compulsory retirement for age.
10229, Mar. 30, 1951----- (16 F. R. 2865)	Exempting Hugh H. Bennett from compulsory retirement for age.
10233, Apr. 21, 1951----- (16 F. R. 3503)	Amending Executive Order 10161 of Sept. 9, 1950, with respect to wage stabilization and settlement of labor disputes.
10239, Apr. 27, 1951----- (16 F. R. 3627)	Exempting Howell Cone from compulsory retirement for age.
10251, June 7, 1951----- (16 F. R. 5465)	Suspending the 8-hour law as to laborers and mechanics employed by the Department of Defense on public work essential to the national defense.
10253, June 11, 1951----- (16 F. R. 5605)	Providing for the improvement of the work of Federal executive agencies with respect to statistical information.
10254, June 15, 1951----- (16 F. R. 5829)	Terminating the Philippine Alien Property Administration and transferring its functions to the Department of Justice.
10255, June 22, 1951----- (16 F. R. 5971)	Further exempting Claude L. Draper from compulsory retirement for age.

APPOINTMENTS UNDER SECTION 3.2 OF CIVIL SERVICE RULE III

Section 3.2 of Civil Service Rule III reads, in part, as follows:

"Appointment without competitive examination in rare cases. (a) Subject to receipt of satisfactory evidence of the qualifications of the person to be appointed, the Commission may authorize an appointment in the competitive service without competitive examination whenever it finds:

"(1) That the duties or compensation of the position are such, or that qualified persons are so rare, that, in the interest of good civil-service administration, the position cannot be filled through open competitive examination; or

"(2) That it is essential to the program in which he is engaged to retain in the

service a person who was serving in a highly specialized scientific, professional, or administrative position during the war period and prior to March 7, 1946, the effective date of the Temporary Civil Service Regulations."

The following statements show, by agencies, the names of persons appointed, the positions to which they were appointed, bureau or other subdivision, salary paid, and basis of approval of each appointment made.

Department of the Army

Dr. Donald K. Tressler, Scientific Director, Quartermaster Food and Container Institute for the Armed Forces, Chicago Quartermaster Depot, Chicago, Ill., \$10,000 a year. The duties of this position include formulating military rations in terms of availability, stability, acceptability, nutritional adequacy, utility, and safety; preparing specifications for containers; determining the research necessary in connection with the preparation, packaging, and shipping of military rations and food; planning and providing objectives for the operation of the Institute; and providing technical and scientific advice to the Quartermaster General in connection with the daily function of feeding and supplying the armed forces. The scientific qualifications and experience of Dr. Tressler are outstanding in the food industry. He is considered by the Committee on Foods of the National Research Council Board on Quartermaster Research and Development to be the most outstanding candidate available for this position. It was believed that Dr. Tressler would be one of the highest three eligibles if an open competitive examination were held for the position.

Department of the Navy

Dr. R. Dana Russell, geophysicist, U. S. Navy Electronics Laboratory, San Diego, Calif., \$9,200 a year. The incumbent of this position serves as consulting specialist on matters pertaining to geophysics, marine geology and oceanography, with particular reference to underwater sound. He plans and directs research on these matters, and maintains liaison with other Federal agencies and commercial establishments engaged in similar work. Dr. Russell has been employed by the Navy Electronics Laboratory since April 1946, and has served in the position in question since 1947. He is very well qualified for the position. His appointment was approved in the interest of good civil-service administration, since it was believed that very few persons would qualify in an open competitive examination for the position, and that he would be among the highest three eligibles if an examination were held.

Department of the Air Force

L. Eugene Hedberg, administrative officer (ROTC affairs), \$7,600 a year. In this position, Mr. Hedberg serves as a special assistant and advisor to the Special Assistant for Reserve Forces and to the Chief of the Air Force ROTC Division in connection with the establishment, development, organization, and operation of a war or national-emergency program for Air Force officer-candidate training in colleges and universities. He possesses a thorough knowledge of the administration and general operation of ROTC units, gained through military and institutional experience, which is required for satisfactory performance in this position. His specialized knowledge is such that the Commission believed that it would not be practicable to hold an open competitive examination for the position.

Dr. Frederick K. Morris, research and editorial specialist, Headquarters, 3800th Air University Wing, Maxwell Air Force Base, Ala., \$7,600 a year. The incumbent of this position is responsible for planning and making studies and carrying out research projects concerning arctic, desert, and tropic subjects, including the collection and evaluation of data and records and the dissemination of the result. Dr. Morris is considered to be an outstanding authority on conditions in arctic, desert, and tropic areas and has been a lecturer before the faculties and student body of the Air University. He possesses information and documents of great value to the Air Force, which were obtained in the course of travel and residence in the areas involved. In view of Dr. Morris' unique qualifications, his appointment to the position was approved.

Department of Commerce

Bennett S. Sparks, photographer (aerial), U. S. Coast and Geodetic Survey, \$4,325 a year. In this position, Mr. Sparks operates a nine-lens camera, the only one of its kind in existence. He is responsible for the mechanical, electrical, and photographic operation of this and other cameras while in flight and on the ground, and their mechanical and electrical upkeep and repair. He interprets complicated wiring diagrams and constructional blueprints in order to isolate and correct any malfunctioning and to make field repairs where camera failure may result in the loss of periods ranging from one day to a whole season of photography in Alaska. Mr. Sparks has an excellent background for the work. It was believed that if an open competitive examination were held for the position, only a few eligibles would be obtained, and that Mr. Sparks would be one of the highest three.

VARIATION FROM CIVIL SERVICE REGULATIONS

Action Taken Under Authority of Section 5.1 (b) of Civil Service Rule V

Section 5.1 (b) of Civil Service Rule V reads as follows:

"The Commission is authorized, whenever there shall be practical difficulties and unnecessary hardships in complying with the strict letter of its regulations, to grant a variation from the strict letter of the regulations if the spirit of the same is complied with and the efficiency of the Government and the integrity of the competitive service are protected and promoted: *Provided*, That whenever such a variation is made from the regulations the Commission shall record in the minutes of its proceedings (1) the particular practical difficulty or hardship, (2) what is permitted in lieu of what is required by regulation, (3) the circumstances which protect or promote the efficiency of the Government and the integrity of the competitive service and (4) a statement limiting the application of the variation to the continuation of the conditions which gave rise to the variation: *Provided further*, That similar variations shall be granted whenever similar conditions exist. All minutes approved under authority of this section shall be published in the Commission's annual reports."

In a minute of August 22, 1950, the Commission recorded the following action: "*Bibiano V. Bitanga and Dionisio G. Javonillo—Variation of the reinstatement regulations under authority of section 5.1 (b) of Civil Service Rule V.*"

"Messrs. Bitanga and Javonillo were separated by reduction in force from positions in the Veterans Administration regional office located in Manila, P. I. Being noncitizens of the United States and not having veteran preference, they

were properly listed in subgroup C-2 for reduction-in-force purposes. Messrs. Bitanga and Javonillo could not apply for United States citizenship prior to the Act of July 2, 1946 (60 Stat. 416), and they were prevented from taking advantage of the provisions of that act, which entitled them to secure United States citizenship under certain conditions, solely because of being stationed outside the continental United States in the Federal service. Both Mr. Bitanga and Mr. Javonillo have served in the Federal Government for many years, and they have acquired competitive civil-service status. The Commission approved recommendation that a variation be granted under section 5.1 (b) of Civil Service Rule V in the regulations governing reinstatement to permit their reinstatement without meeting the requirement of United States citizenship, provided they meet all the other requirements of the regulations applying to reinstatement."

In a minute of August 23, 1950, the Commission recorded the following action:

"Immigration and Naturalization Service, Department of Justice—Variation of Regulation 34.5 (b) (3) under authority of section 5.1 (b) of Civil Service Rule V to permit extension of time for submission of nominations for noncompetitive appointments to hearing-examiner positions.

"The Immigration and Naturalization Service, Department of Justice, requested an extension of the period of time allowed to submit its nominations for noncompetitive appointments to the position of hearing examiner. When the Wong Yang Sung decision of the Supreme Court, dated February 20, 1950, brought under the Administrative Procedure Act a number of hearing-examiner positions, the Commission adopted a ruling (Regulation 34.5 (b) (3)) permitting the Immigration and Naturalization Service, and any other agencies with similar problems, to nominate any status employees to positions of hearing examiner, if the nominations were made within 6 months of the date of the decision. In view of the circumstances reported by the Immigration and Naturalization Service, the Commission approved a variation of section 34.5 (b) (3) of the regulations governing the appointment, compensation and removal of hearing examiners under authority of section 5.1 (b) of Civil Service Rule V, to extend from August 20, 1950, to September 20, 1950, the period of time for the Immigration and Naturalization Service to file its nominations."

In a minute of October 10, 1950, the Commission recorded the following action:

"Immigration and Naturalization Service, Department of Justice—Variation of Regulation 34.5 (b) (3) under authority of section 5.1 (b) of Civil Service Rule V to permit extension of time for submission of nominations for noncompetitive appointments to hearing-examiner positions.

"The Immigration and Naturalization Service, Department of Justice, requested an extension from September 20, 1950, to October 20, 1950, of the period of time allowed to submit its nominations for noncompetitive appointments to positions of hearing examiner. The Commission approved a variation of section 34.5 (b) (3) of the regulations governing the appointment, compensation, and removal of hearing examiners under authority of Civil Service Rule 5.1 (b) to extend from September 20, 1950, to October 20, 1950, the period of time for the Immigration and Naturalization Service to file its nominations. (Action taken Sept. 20, 1950.)"

POLITICAL-ACTIVITY CASES

Public Law 732, 81st Congress (approved Aug. 25, 1950), amended section 9 (b) of the Hatch Act. Subsections (b) and (c) of section 1 read as follows:

"(b) Any person violating the provisions of this section shall be removed immediately from the position or office held by him, and thereafter no part of the funds appropriated by any Act of Congress for such position or office shall be used to pay the compensation of such person: *Provided, however*, That the United States Civil Service Commission finds by unanimous vote that the violation does not warrant removal, a lesser penalty shall be imposed by direction of the Commission: *Provided further*, That in no case shall the penalty be less than ninety days' suspension without pay: *And provided further*, That in the case of any person who has heretofore been removed from the service under the provisions of this section, the Commission shall upon request of said person reopen and reconsider the record in such case. If it shall find by a unanimous vote that the acts committed were such as to warrant a penalty of less than removal it shall issue an order revoking the restriction against reemployment in the position from which removed, or in any other position for which he may be qualified, but no such revocation shall become effective until at least ninety days have elapsed following the date of the removal of such person from office.

"(c) At the end of each fiscal year the Commission shall report to the President for transmittal to the Congress the names, addresses, and nature of employment of all persons with respect to whom action has been taken by the Commission under the terms of this section, with a statement of the facts upon which action was taken, and the penalty imposed."

In accordance with subsection (c), above, the Commission hereby reports the following actions:

Removal

Burton D. Murphy, Syracuse, N. Y., Chief Office Deputy, Bureau of Internal Revenue. Investigation established that Mr. Murphy was concerned in the collection of political contributions from employees under his supervision. Removal ordered by Commission action of March 14, 1951.

Suspensions

NOTE.—The following statements show: (1) Names and addresses of the suspended employees, and the positions they occupied; (2) facts upon which action was taken; (3) date of Commission action; (4) number of days of suspension without pay directed by the Commission; and (5) effective date of suspension as reported by the employing agency.

Fisher Morton and Lillard H. Bragg, Murfreesboro, Tenn., employees of local post office; solicited small political contributions for a candidate from fellow employees; October 11, 1950; 90 days; November 1, 1950 (Morton case), and November 11, 1950 (Bragg case).

F. Paul Ledbetter, Maryville, Tenn., employee of Veterans Administration; served as primary election commissioner and secretary of a primary board for the Democratic party; October 23, 1950; 105 days; November 6, 1950.

Anthony J. DiSanto and Betty J. Heller, Harrisburg, Pa., employees of Department of Agriculture; Mr. DiSanto and his secretary, Miss Heller, were involved in the sale of a small number of Jackson Day dinner tickets; December 14, 1950; 120 days (DiSanto case) and 90 days (Heller case); January 22, 1951.

Philip H. Richardson, Toano, Va., employee of Naval Supply Depot at Williamsburg, Va.; was the Democratic candidate for election to county board of supervisors; December 21, 1950; 90 days; January 25, 1951.

Dorothy M. Clapper, McKean, Pa., employee of local post office; continued to hold office as Republican committeewoman and was reelected to the office; December 21, 1950; 120 days; December 29, 1950.

John C. Wooten, Jr., Eunice, La., employee of Postal Transportation Service, Post Office Department; was a candidate for nomination as justice of the peace in a Democratic primary; January 3, 1951; 90 days; February 2, 1951.

Thomas F. Wall, Clinton, Conn., Martin J. Donohue, Stamford, Conn., John R. Shea, Manchester, Conn., Anna L. Delaney, Meriden, Conn., James T. Healy, West Hartford, Conn., Henry H. Webb, Bloomfield, Conn., Gabriel Price, Milldale, Conn., Thomas Skidd, Norwalk, Conn., and Robert L. Raby, Meriden, Conn., employees of the Bureau of Internal Revenue, Collection District of Connecticut, Hartford; were involved in the solicitation, receipt and collection of political contributions for the 1946 Democratic campaign (there were varying degrees of activity, and it was shown that the activities were directed by supervisors who had been the subject of criminal action by the Department of Justice); January 29, 1951; 90 days (Wall case), 180 days (Delaney case), and 100 days (Donohue, Shea, Webb, Raby, Price and Skidd cases); the Treasury Department notified the Commission that the penalties as directed had been applied.

Selmer N. Gaard, St. Paul, Minn., employee of Farmers Home Administration, Department of Agriculture; solicited political contributions from fellow employees for the Democratic Party and furnished pledge cards on request; February 9, 1951; 6 months; March 18, 1951.

William A. Whitlock, Minneapolis, Minn., employee of Farmers Home Administration, Department of Agriculture; cooperated with local Democratic leaders to arrange employee attendance at a dinner where they were to be solicited for political contributions; February 9, 1951; 3 months; March 18, 1951.

Joseph K. Armstrong, Harrisburg, Pa., employee of U. S. Naval Depot, Mechanicsburg, Pa.; was a candidate for nomination as Republican candidate for office of alderman in primary election and was candidate for that office in general election; February 14, 1951; 90 days; March 19, 1951.

Howard A. Swann, Stockbridge, Ga., employee of Atlanta General Depot, U. S. Army, Atlanta, Ga.; was elected to office of member of the Democratic executive committee of his county; February 28, 1951; 90 days; April 18, 1951.

Martin V. Griffith, Hanceville, Ala., employee of local post office; active in behalf of a candidate for Congress in the Democratic primary election by soliciting votes, transporting voters to the polls, assisting a voter in casting ballot, and soliciting endorsements to political advertisements; March 30, 1951; 6 months; May 1, 1951.

Ira L. Dunlop, Carlisle, Pa., employee of U. S. Naval Supply Depot, Mechanicsburg, Pa.; initiated a nominating petition for himself as a Democratic candidate for office of sheriff, and attended a committee meeting in an unsuccessful attempt to secure committee endorsement for the office; April 4, 1951; 90 days; the Depot notified the Commission that the penalty as directed had been applied.

Mary Margaret O'Toole, Torrance, Calif., employee of local post office; served as member of Democratic State Central Committee, and was prominently identified with the campaign of a candidate by serving as a member of the

"Torrance Committee" of the James Roosevelt for Governor Committee of the 68th Assembly District; April 5, 1951; 120 days; May 13, 1951.

Peter F. Rydzynski, Baltimore, Md., employee of Social Security Administration, Federal Security Agency; wrote a column for a foreign-language newspaper and included articles in support of a candidate for the Democratic nomination for Congress; May 31, 1951; 90 days; June 22, 1951.

John W. Tanner, Columbia, Mo., employee of local post office; aided in distribution of campaign literature by checking and correcting candidate's mailing list, distributed political literature, and solicited votes for a candidate for office of councilman in a Democratic primary election; May 3, 1951; 90 days; June 11, 1951.

No Violation Found

NOTE.—The following statements show the names and addresses of the employees about whom complaint or information was received, the positions they occupied, the nature of the complaint or information, and the result of the Commission's investigation.

Virgil J. Brown, Carbondale, Ill., Homer W. Cleland, Murphysboro, Ill., Saidee Bowling, Dowell, Ill., Lillian T. Higgins, Elkhville, Ill., Charles Q. Cheatham, Gorham, Ill., Ann E. Sullivan, Grand Tower, Ill., Gladys V. Rosson, Makanda, Ill., and Ambrosia Walker, Vergennes, Ill., postmasters in their respective localities. Complaint was received indicating that these eight persons may have been parties to a solicitation of political contributions. A complete field investigation failed to adduce evidence to substantiate the charges.

Ralph Leinicke, Ava, Ill. Mr. Leinicke was serving as postmaster. Information was received indicating that he may have received political contributions from employees under his supervision. A complete investigation established that Mr. Leinicke had not solicited any political contributions, though he had on one occasion delivered a contribution to the county chairman for one of his clerks. The evidence clearly established that on this single occasion the delivery was made as a mere accommodation for the clerk at the clerk's request. The Commission ruled that no violation had occurred.

Maxie Ruth DeWeese, Martha J. Crumbaugh, Orpha E. Tyler, Mattye R. Martin, and Martha D. Barker, residents of Louisville, Ky., and employees of the local office of the Bureau of Internal Revenue. Information was received to the effect that all five had aided a campaign committee by addressing campaign literature. Investigation established that the employees were holding low-salaried clerical positions, that they had addressed the material at the request of their official supervisor, and that they did so for a small compensation and not as a political service. The Commission ruled that no violation had occurred.

Odie Lee Lampkin, Chicago, Ill., employee of Postal Transportation Service, Post Office Department. The complaint was that Mr. Lampkin was serving as precinct captain for the Republican party. Investigation established that he had formerly held the office but had resigned upon entry into regular Federal employment and had not been otherwise politically active. Case closed by Commission action as no violation was established.

James W. Howard, Spring Hill, Tenn., employee of the Post Office Department. The complaint was that Mr. Howard in introducing one of a group of candidates at a public picnic had endorsed his candidacy. Investigation and hearing failed to establish charges. Case closed by Commission action.

Coley L. Mitchell, Augusta, Ga., employee of Veterans Administration hospital. The complaint was that Mr. Mitchell held office of part-time deputy sheriff, transported voters to the polls and assisted voters at the polls in the Democratic primaries, and took an active part in a meeting of the Democratic county committee. Investigation failed to establish charges. Case closed by Commission action.

L. A. Runyon, Pikeville, Ky., employee of the Post Office Department. The complaint was that Mr. Runyon had openly campaigned for a candidate for Congress. Investigation failed to establish charges. Case closed by Commission action.

Ralph J. Butler, Chicago, Ill., employee of the Production and Marketing Administration, Department of Agriculture. The complaint was that Mr. Butler had directed voters to the polls and had pinned on his lapel streamers of the Democratic party. Evidence obtained by investigation did not establish prohibited political activity. Case closed by Commission action.

Howard O. Anderson, Belleville, Kans., employee of the Post Office Department. The complaint was that Mr. Anderson had urged patrons on his route to use their influence to oust the Democratic county chairman and elect someone else. Investigation failed to establish charges. Case closed by Commission action.

Arthur B. Chase, New York, N. Y., employee of the Veterans Administration who allegedly was an active member of a committee to elect a presidential candidate. On the basis of an investigation and a hearing it was established that although Mr. Chase had attended two committee meetings on invitation he was not a member of the committee and had done nothing to advance its purposes. The Commission ruled that no violation had occurred.

Lloyd B. Clark, Louisville, Ky., a former employee of the Bureau of Internal Revenue who was alleged to have instructed employees under his supervision to address campaign literature for a campaign committee after hours and for pay. The Commission has adopted a general policy on the handling of a complaint of political activity that concerns a person who, at the time the complaint is received, has severed his connection with the Government service and has not been reemployed therein: The complaint is studied (the study including a preliminary investigation, if necessary), and if it appears to the entire Commission that the alleged violation, even if established, would not be such as to warrant a penalty of dismissal, the case is closed without further investigation, hearing, or other procedure. Mr. Clark's case fell within the scope of this general policy and was closed by Commission action.

Reopened Cases

NOTE.—The four cases summarized below were reopened under Public Law 732 to determine whether the facts would have warranted a penalty of less than removal if, at the time the penalty was imposed, the Commission had had discretion to apply a lesser penalty. In three cases the record was cleared to permit reemployment under the same appropriation, and in one case the record was not cleared.

Mark A. O'Shaughnessy, Charleston, S. C., who was formerly employed as checker at the Charleston Ordnance Depot and had been removed by the Department of the Army effective August 25, 1948, for a political-activity violation. At Mr. O'Shaughnessy's request, the case was reopened under the amendment of August 25, 1950, and the entire departmental file was reviewed. It was found that the violation consisted in serving as an election official in a primary election. The Commission, by unanimous vote, held that the violation was such as to warrant a penalty of less than removal, and thus cleared Mr. O'Shaughnessy's record for further Federal employment.

Howard E. Moon, Toms River, N. J., formerly employed as mechanic at the U. S. Naval Air Station, Lakehurst, N. J. The Commission found by action of October 4, 1946, that Mr. Moon had engaged in prohibited political activity by becoming a Republican candidate for the office of councilman, Borough of South Toms River, N. J. At Mr. Moon's request, the case was reopened under the amendment of August 25, 1950, and the entire record was reconsidered by the Commission, by unanimous vote, held that the violation was such as to warrant a penalty of less than removal, and thus cleared Mr. Moon's record for further Federal employment.

Burl S. Sanders, Wetumka, Okla., formerly employed as oiler at the U. S. Naval Ammunition Depot, McAlester, Okla. The Commission found by action of July 15, 1948, that Mr. Sanders had engaged in prohibited political activity by his actions in behalf of candidates for office in a primary election. At Mr. Sanders' request, the case was reopened under the amendment of August 25, 1950, and the entire record was reconsidered by the Commission, which, by unanimous vote, found that the violation was such as to warrant a penalty of less than removal, and thus cleared Mr. Sanders' record for further Federal employment.

Thomas J. O'Neil, Canaan, Conn., who was formerly employed as administrative officer, Internal Revenue Service, Hartford, Conn., and had been removed by the employing agency in 1948 for engaging in prohibited political activity by soliciting, receiving and collecting political contributions from employees under his supervision. The entire file was reconsidered; it was found that Mr. O'Neil's violation was serious and that it had resulted in his indictment by a Federal grand jury. The Commission found that Mr. O'Neil's violation was such as to warrant a penalty of removal and did not clear his record for further employment in the Internal Revenue Service.

APPROPRIATIONS AND EXPENDITURES—

U. S. CIVIL SERVICE COMMISSION

Appropriations, 1951

Salaries and expenses, Civil Service Commission, 1951.....	\$16, 511, 913
Annuities, Lighthouse Service widows, Civil Service Commission, 1951 ¹	204, 500
Panama Canal construction annuity fund, Civil Service Commission, 1951 ¹	2, 803, 177
Total appropriations	19, 519, 590
Reimbursements for services performed	115, 729
Total available	19, 635, 319

Expenditures, 1951

Personal services	14, 908, 570
Travel	373, 132
Transportation of things	62, 421
Communication services	147, 523
Rents and utility services	114, 925
Printing and reproduction	380, 583
Other contractual services	41, 446
Supplies and materials	333, 077
Equipment	193, 178
Cash awards to personnel	1, 055
Taxes and assessments	15, 610
Annuities	2, 457, 226
Total expenditures	19, 028, 746
Unexpended balance of appropriations	606, 573
Total	19, 635, 319

¹ Combined into "Annuities, Panama Canal construction employees and Lighthouse Service widows, Civil Service Commission" in 1952.

Appropriations, 1952

Salaries and expenses, Civil Service Commission, 1952-----	17, 500, 000
Annuities, Panama Canal construction employees and Lighthouse Service widows, Civil Service Commission-----	2, 955, 900
Total-----	20, 455, 900

Retirement and disability funds, 1951

Civil-service retirement and disability appropriated fund, 1951---- 305, 000, 000

Retirement and disability funds, 1952

Civil-service retirement and disability appropriated fund, 1952---- 310, 000, 000

Table 1.—Federal civilian employment, by agency and area, June 1951

(Includes all paid employees of agencies listed below; excludes employees of Central Intelligence Agency (not reported to the Civil Service Commission) and uncompensated employees (see table 15))

Agency	All areas	Continental United States			Outside continental United States		
		Total	Washington, D. C., metropolitan area ¹	48 States ¹	Total	Territories and possessions	Foreign countries
All agencies.....	2,486,491	2,312,982	256,096	2,056,886	173,509	84,376	89,133
Percent distribution.....	100	93	10	83	7	3	4
EXECUTIVE OFFICE OF THE PRESIDENT							
White House Office.....	259	259	259	—	—	—	—
Bureau of the Budget.....	522	522	499	23	—	—	—
Council of Economic Advisers.....	41	41	41	—	—	—	—
Executive Mansion and Grounds.....	67	67	67	—	—	—	—
National Security Council.....	19	19	19	—	—	—	—
National Security Resources Board.....	114	114	114	—	—	—	—
Office of Defense Mobilization.....	112	112	112	—	—	—	—
President's Commission on Internal Security and Individual Rights.....	6	6	6	—	—	—	—
President's Materials Policy Commission.....	79	79	79	—	—	—	—
EXECUTIVE DEPARTMENTS							
State.....	29,324	10,671	7,868	2,803	18,653	14	18,639
Treasury.....	92,460	91,690	17,808	73,882	770	665	105
Department of Defense:							
Office of the Secretary of Defense.....	2,166	2,166	2,150	16	—	—	—
Department of the Army.....	521,018	472,089	38,180	433,909	48,929	18,628	30,301
Department of the Navy.....	451,586	418,366	42,875	375,491	33,220	21,879	11,341
Department of the Air Force.....	260,728	232,388	8,604	223,784	28,340	7,334	21,006
Justice.....	31,648	31,113	10,112	21,001	535	374	161
Post Office.....	498,281	496,361	7,873	488,488	1,920	1,920	—
Interior.....	63,841	56,198	5,717	50,481	7,643	7,585	58
Agriculture.....	81,062	78,808	11,072	67,736	2,254	1,162	1,092
Commerce.....	64,700	60,848	24,023	36,825	3,852	3,293	559
Labor.....	7,712	7,632	3,707	3,925	80	62	18
INDEPENDENT AGENCIES							
American Battle Monuments Commission.....	814	17	17	—	797	—	797
Atomic Energy Commission.....	5,709	5,704	915	4,789	5	—	5
Board of Governors, Federal Reserve System.....	594	594	580	14	—	—	—
Civil Aeronautics Board.....	537	524	470	54	13	13	—
Civil Service Commission.....	4,428	4,425	2,259	2,166	3	3	—
Commission on Renovation of the Executive Mansion.....	13	13	13	—	—	—	—
Defense Production Administration.....	388	388	388	—	—	—	—
Defense Transport Administration.....	187	187	187	—	—	—	—
Displaced Persons Commission.....	346	129	126	3	217	—	217
Economic Cooperation Administration.....	5,524	1,374	1,340	34	4,150	—	4,150
Economic Stabilization Agency.....	10,324	10,177	2,792	7,385	147	147	—
Export-Import Bank.....	133	133	133	—	—	—	—
Federal Civil Defense Administration.....	617	617	567	50	—	—	—
Federal Communications Commission.....	1,205	1,181	791	390	24	24	—
Federal Deposit Insurance Corporation.....	1,029	1,029	299	730	—	—	—
Federal Mediation and Conciliation Service.....	369	369	63	306	—	—	—
Federal Power Commission.....	744	744	590	154	—	—	—
Federal Security Agency.....	35,912	35,558	10,464	25,094	354	260	94
Federal Trade Commission.....	751	751	642	109	—	—	—
General Accounting Office.....	6,888	6,888	5,192	1,696	—	—	—
General Services Administration.....	30,370	30,292	14,516	15,776	78	48	30
Government Printing Office.....	7,489	7,489	7,274	215	—	—	—
Housing and Home Finance Agency.....	13,446	13,339	3,732	9,607	107	107	—
Indian Claims Commission.....	11	11	11	—	—	—	—
Interstate Commerce Commission.....	2,150	2,150	1,450	700	—	—	—
Motor Carrier Claims Commission.....	15	15	—	15	—	—	—

¹ The Washington, D. C., metropolitan area includes the District of Columbia; Alexandria City, and Arlington and Fairfax Counties, Va.; and Montgomery and Prince Georges Counties, Md. These areas are excluded from the data for the 48 States. In 1949 and earlier years, only parts of Fairfax, Montgomery and Prince Georges Counties were included.

Table 1.—Federal civilian employment, by agency and area, June 1951—Con.

Agency	All areas	Continental United States			Outside continental United States		
		Total	Washington, D. C., metropolitan area ¹	48 States ¹	Total	Territories and possessions	Foreign countries
INDEPENDENT AGENCIES—continued							
National Advisory Committee for Aeronautics	7,705	7,705	172	7,533			
National Capital Housing Authority	327	327	327				
National Capital Park and Planning Commission	10	10	10				
National Capital Sesquicentennial Commission	214	214	214				
National Labor Relations Board	1,500	1,476	545	931	24	24	
National Mediation Board	113	113	41	72			
National Science Foundation	43	43	43				
Office of the Housing Expediter	2,492	2,464	337	2,127	28	28	
Panama Canal	13,467	100	78		13,367	13,367	
Panama Railroad Company	6,765	500		500	6,265	6,265	
Railroad Retirement Board	2,118	2,118	8	2,110			
Reconstruction Finance Corporation	2,682	2,674	1,026	1,648	8	6	2
Securities and Exchange Commission	1,027	1,027	703	324			
Selective Service System	8,343	8,103	253	7,850	240	240	
Smithsonian Institution	945	937	835	102	8		8
Soldiers' Home	743	743	743				
Subversive Activities Control Board	26	26	26				
Tariff Commission	210	210	203	7			
Tax Court of the United States	123	123	123				
Tennessee Valley Authority	18,930	18,930	8	18,922			
Veterans Administration	182,812	181,356	14,269	167,087	1,456	928	528
War Claims Commission	158	136	136		22		22

Table 2.—Trend of Federal civilian employment by area, 1941–51

[For coverage, see headnote, table 1]

Period	All areas	Continental United States			Outside continental United States		
		Total	Washington, D. C., metropolitan area ¹	48 States ²	Total	Territories and possessions	Foreign countries
June 1941	1,370,110	1,280,813	184,236	1,096,577	89,297	82,445	6,852
December 1941	1,620,922	(³)	207,214	(³)	(³)	(³)	(³)
June 1942	2,206,970	(³)	268,383	(³)	(³)	(³)	(³)
December 1942	2,810,871	(³)	284,068	(³)	(³)	(³)	(³)
June 1943	3,157,113	⁴ 3,002,453	⁵ 277,813	⁴ 2,724,640	154,660	(³)	(³)
December 1943	3,227,578	2,811,812	263,448	2,548,364	415,766	(³)	(³)
June 1944	3,312,256	2,918,287	270,019	2,648,268	393,969	(³)	(³)
December 1944	3,412,355	2,859,737	255,186	2,604,551	552,618	(³)	(³)
June 1945	⁴ 3,769,646	2,915,476	257,808	2,657,668	⁴ 854,170	(³)	(³)
December 1945	2,969,729	2,411,015	229,389	2,181,626	558,714	(³)	(³)
June 1946	2,722,031	2,299,007	235,109	2,063,898	423,024	(³)	(³)
December 1946	2,277,078	1,980,716	221,293	1,759,423	296,362	(³)	(³)
June 1947	2,128,648	1,849,781	205,237	1,644,544	278,867	94,636	184,231
December 1947	1,999,431	⁶ 1,766,072	195,714	⁶ 1,570,358	233,359	94,404	138,955
June 1948	2,090,732	1,859,807	206,110	1,653,697	230,925	98,700	132,225
December 1948	2,095,559	1,899,143	210,629	1,688,514	196,416	92,748	103,668
June 1949	2,109,642	1,928,524	217,237	1,711,287	181,118	89,526	91,592
December 1949	⁷ 1,955,731	1,804,857	213,238	1,591,619	150,874	75,978	74,896
June 1950	1,966,448	1,819,489	213,776	1,605,713	146,959	⁶ 73,117	⁶ 73,842
December 1950	2,181,217	2,024,347	228,180	1,796,167	156,870	76,585	80,285
June 1951	2,486,491	2,312,982	256,096	2,056,886	173,509	84,376	89,133

¹ June 1941 data relate to District of Columbia only. For definition of Washington area, see table 1, footnote 1. Peak of employment in area was 287,244 in February 1943; lowest postwar employment was 195,239 in September 1947.

² Excludes employment in the Washington, D. C., metropolitan area.

³ Not available.

⁴ Represents peak of employment in area.

⁵ Excludes approximately 3,000 persons serving without compensation.

⁶ Represents lowest postwar employment in area.

⁷ The lowest postwar employment in this area was 1,950,408 in February 1950.

Table 3.—Major characteristics of Federal civilian employment, continental United States and Washington, D. C., metropolitan area, June 1951 and June 1950

[For coverage, see headnote, table 1.]

Item	Continental United States					Washington, D. C., metropolitan area ¹				
	June 1951		June 1950		Percent change from June 1950 to June 1951	June 1951		June 1950		Percent change from June 1950 to June 1951
	Number	Per-cent	Number	Per-cent		Number	Per-cent	Number	Per-cent	
ALL EMPLOYEES										
Total.....	2,312,982	100	1,819,489	100	+27.1	256,096	100	213,776	100	+19.8
Full-time.....	2,126,769	92	1,627,410	89	+30.7	251,471	98	210,597	99	+19.4
Part-time and intermittent.....	186,213	8	192,079	11	-3.1	4,625	2	3,179	1	+45.5
Sex:										
Men.....	1,739,832	75	1,413,051	78	+23.1	138,722	54	119,970	56	+15.6
Women.....	573,150	25	406,438	22	+41.0	117,374	46	93,806	44	+25.1
Veteran status: ²										
With veteran preference.....	1,070,503	46	895,536	49	+19.5	88,503	35	78,775	37	+12.3
Without veteran preference.....	1,236,026	54	921,792	51	+34.1	167,577	65	134,984	63	+24.1
Type of appointment:										
Subject to competitive requirements of Civil Service Act.....	2,141,309	93	1,665,514	92	+28.6	231,182	90	196,531	92	+17.6
Permanent and probational.....	1,391,609	³ 60	1,486,118	82	-6.4	163,932	³ 64	173,526	81	-5.5
Indefinite.....	690,989	30	109,677	6	+530.0	58,309	23	17,341	8	+236.2
Temporary, limited period.....	58,711	3	69,719	4	-15.8	8,941	3	5,664	3	+57.9
Excepted from competitive requirements of Civil Service Act.....	171,673	7	153,975	8	+11.5	24,914	10	17,245	8	+44.5
Temporary, limited period.....	43,801	2	43,366	2	+1.0	2,606	1	1,910	1	+36.4
Other.....	127,872	5	110,609	6	+15.6	22,308	9	15,335	7	+45.5
Compensation authority:										
Classification Act of 1949.....	1,012,639	44	808,508	44	+25.2	207,489	81	172,663	81	+20.2
Postal Pay Act.....	493,625	21	496,875	27	- .7	5,999	2	5,823	3	+3.0
Wage board.....	736,326	32	447,044	25	+64.7	33,192	13	28,015	13	+18.5
Other.....	70,392	3	67,062	4	+5.0	9,416	4	7,275	3	+29.4

VETERAN-PREFERENCE EMPLOYEES

Total ¹	1, 070, 503	100	895, 536	100	+19. 5	88, 503	100	78, 775	100	+12. 3
Ex-service persons.....	1, 050, 878	98	878, 703	98	+19. 6	85, 358	96	75, 628	96	+12. 9
Sex:										
Men.....	1, 023, 539	96	855, 087	95	+19. 7	81, 192	92	71, 807	91	+13. 1
Women.....	27, 339	2	23, 616	3	+15. 8	4, 166	4	3, 821	5	+9. 0
Type of preference:										
Disabled (10-point).....	164, 027	15	138, 940	15	+18. 1	10, 683	12	9, 444	12	+13. 1
Other (5-point).....	886, 851	83	739, 763	83	+19. 9	74, 675	84	66, 184	84	+12. 8
Wives, widows, and mothers of veterans (10-point preference).....	19, 625	2	16, 833	2	+16. 6	3, 145	4	3, 147	4	- . 1

¹ See table 1, footnote 1.

² Excludes employees of the maritime training organization, for whom distribution is not available.

³ This percent is based on total Federal employment; of the 2,141,309 employees whose

appointments were made in accordance with the competitive requirements of the Civil Service Act, 65 percent of those in the continental United States, and 71 percent of those in the Washington, D. C., metropolitan area, held permanent or probational appointments.

Table 4.—Federal civilian employment by agency, sex, and veteran status, continental United States, June 1951

[For coverage, see headnote, table 1]

Agency	Men				Women			
	Total	Veteran		Non-veteran	Total	Veteran ¹		Non-veteran
		Number	Percent of total men			Number	Percent of total women	
All agencies.....	2 1,739,832	1,023,539	59	709,840	573,150	46,964	8	526,186
EXECUTIVE OFFICE OF THE PRESIDENT								
White House Office.....	121	59	49	62	138	3	2	135
Bureau of the Budget.....	320	188	59	132	202	9	4	193
Council of Economic Advisers.....	18	7	39	11	23	1	4	22
Executive Mansion and Grounds.....	54	23	43	31	13	1	8	12
National Security Council.....	8	7	88	1	11	-----	-----	11
National Security Resources Board.....	49	22	45	27	65	6	9	59
Office of Defense Mobilization.....	56	26	46	30	56	-----	-----	56
President's Commission on Internal Security and Individual Rights.....	2	2	100	-----	4	-----	-----	4
President's Materials Policy Commission.....	51	11	22	40	28	1	4	27
EXECUTIVE DEPARTMENTS								
State.....	6,011	3,405	57	2,606	4,660	455	10	4,205
Treasury.....	51,450	32,987	64	18,463	40,240	2,547	6	37,69
Department of Defense:								
Office of the Secretary of Defense.....	976	634	65	342	1,190	78	7	1,112
Department of the Army.....	332,866	207,201	62	125,665	139,223	8,779	6	130,444
Department of the Navy.....	341,119	200,294	59	140,825	77,247	6,364	8	70,883
Department of the Air Force.....	162,731	101,747	63	60,984	69,657	4,175	6	65,482
Justice.....	19,989	12,726	64	7,263	11,124	355	3	10,769
Post Office.....	453,747	232,227	51	221,520	342,614	4,232	10	338,382
Interior.....	44,595	22,656	51	21,939	11,603	790	7	10,813
Agriculture.....	61,140	27,113	44	34,027	17,668	878	5	16,790
Commerce.....	44,246	21,953	50	15,840	16,602	823	5	15,779
Labor.....	4,317	2,206	51	2,111	3,315	199	6	3,116
INDEPENDENT AGENCIES								
American Battle Monuments Commission.....	6	6	100	-----	11	2	18	9
Atomic Energy Commission.....	3,780	2,764	73	1,016	1,924	105	5	1,819
Board of Governors, Federal Reserve System.....	299	162	54	137	295	12	4	283
Civil Aeronautics Board.....	291	180	62	111	233	24	10	209
Civil Service Commission.....	1,557	1,019	65	538	2,868	140	5	2,728
Commission on Renovation of the Executive Mansion.....	9	3	33	6	4	-----	-----	4
Defense Production Administration.....	223	96	43	127	165	1	1	164
Defense Transport Administration.....	94	50	53	44	93	9	10	84
Displaced Persons Commission.....	51	22	43	29	78	2	3	76
Economic Cooperation Administration.....	744	362	49	382	630	30	5	600
Economic Stabilization Agency.....	5,971	2,846	48	3,125	4,206	363	9	3,843
Export-Import Bank.....	63	34	54	29	70	4	6	66
Federal Civil Defense Administration.....	338	218	64	120	279	18	6	261
Federal Communications Commission.....	727	392	54	335	454	31	7	423
Federal Deposit Insurance Corporation.....	730	464	64	266	299	23	8	276
Federal Mediation and Conciliation Service.....	267	88	33	179	102	2	2	100
Federal Power Commission.....	489	256	52	233	255	13	5	242
Federal Security Agency.....	17,015	10,437	61	6,578	18,543	1,421	8	17,122
Federal Trade Commission.....	453	345	76	108	298	12	4	286
General Accounting Office.....	3,761	2,205	59	1,556	3,127	388	12	2,739
General Services Administration.....	20,897	14,024	67	6,873	9,395	962	10	8,433
Government Printing Office.....	5,762	2,951	51	2,811	1,727	108	6	1,619

¹ Includes all women entitled to veteran preference—i. e., women veterans, and wives, widows, and mothers of veterans.

² Includes 5,928 seamen and 525 employees of the maritime training organization, for whom distribution is not available.

³ Partly estimated.

Table 4.—Federal civilian employment by agency, sex, and veteran status, continental United States, June 1951—Continued

Agency	Men				Women			
	Total	Veteran		Non-veteran	Total	Veteran ¹		Non-veteran
		Number	Per-cent of total men			Number	Per-cent of total women	
INDEPENDENT AGENCIES—CON.								
Housing and Home Finance Agency.....	8,448	4,623	55	3,825	4,891	356	7	4,535
Indian Claims Commission.....	6	4	67	2	5	-----	-----	5
Interstate Commerce Commission.....	1,368	750	55	618	782	61	8	721
Motor Carrier Claims Commission.....	9	6	67	3	6	-----	-----	6
National Advisory Committee for Aeronautics.....	6,323	3,381	53	2,942	1,382	48	3	1,334
National Capital Housing Authority.....	248	124	50	124	79	4	5	75
National Capital Park and Planning Commission.....	5	3	60	2	5	1	20	4
National Capital Sesquicentennial Commission.....	131	1	1	130	83	-----	-----	83
National Labor Relations Board.....	789	461	58	328	687	40	6	647
National Mediation Board.....	54	19	35	35	59	1	2	58
National Science Foundation.....	20	13	65	7	23	3	13	20
Office of the Housing Expediter.....	958	652	68	306	1,506	100	7	1,406
Panama Canal.....	66	22	33	44	34	2	6	32
Panama Railroad Company.....	464	40	9	424	36	-----	-----	36
Railroad Retirement Board.....	1,024	626	61	398	1,094	46	4	1,048
Reconstruction Finance Corporation.....	1,458	801	55	657	1,216	120	10	1,096
Securities and Exchange Commission.....	677	389	57	288	350	21	6	329
Selective Service System.....	1,247	673	54	574	6,856	376	5	6,480
Smithsonian Institution.....	717	442	62	275	220	31	14	189
Soldiers' Home.....	645	-----	-----	645	98	-----	-----	98
Subversive Activities Control Board.....	15	13	87	2	11	3	27	8
Tariff Commission.....	118	64	54	54	92	5	5	87
Tax Court of the United States.....	57	33	58	24	66	4	6	62
Tennessee Valley Authority.....	17,401	9,299	53	8,102	1,529	57	4	1,472
Veterans Administration.....	110,132	96,647	88	13,485	71,224	12,317	17	58,907
War Claims Commission.....	59	35	59	24	77	2	3	75

Table 5.—Trend of Federal civilian employment, continental United States and Washington, D. C., metropolitan area, by sex and specified period, 1941–51

[For coverage, see headnote, table 1]

Period	Continental United States ¹					Washington, D. C., metropolitan area ²				
	Total	Men	Women		Sex not reported	Total	Men	Women		Sex not reported
			Number	Per-cent of total re-ported				Number	Per-cent of total re-ported	
June 1941..	1,370,110	1,091,867	266,283	20	11,960	184,236	106,133	77,774	42	329
June 1942..	2,206,970	(³)	(³)	-----	(³)	268,383	(³)	(³)	-----	(³)
May 1943..	3,030,659	1,840,145	4,999,499	35	191,015	280,027	121,075	151,370	56	7,582
July 1944..	2,941,209	1,835,077	1,106,132	38	-----	270,501	112,791	157,710	58	-----
June 1945..	2,915,476	1,822,939	1,092,537	37	-----	257,808	103,964	153,844	60	-----
June 1946..	2,299,007	1,652,703	646,304	28	-----	235,109	119,199	115,910	49	-----
June 1947..	1,849,781	1,409,184	440,597	24	-----	205,237	111,847	93,390	46	-----
June 1948..	1,859,807	1,436,110	423,697	23	-----	206,110	113,640	92,470	45	-----
June 1949..	1,928,524	1,494,465	434,059	23	-----	217,237	119,530	97,707	45	-----
June 1950..	1,819,489	1,413,051	406,438	22	-----	213,776	119,970	93,806	44	-----
June 1951..	2,312,982	1,739,832	573,150	25	-----	256,096	138,722	117,374	46	-----

¹ June 1941–May 1943 data include employees outside continental United States.

² June 1941 data relate to District of Columbia only. For definition of Washington area, see table 1, footnote 1.

³ Not available.

⁴ Relates to full-time employees only.

⁵ Represents peak of employment of women.

Table 6.—Federal civilian employees, by type of appointment and by agency, continental United States, June 1951
[For coverage, see headnote, table 1]

Agency	Total	Competitive appointments								Excepted appointments					
		Total		Permanent and probational		Indefinite		Temporary, limited period ¹		Total		Temporary, limited period ¹		Other	
		Number	Per- cent of total	Number	Per- cent of com- peti- tive ap- point- ments	Number	Per- cent of com- peti- tive ap- point- ments	Number	Per- cent of com- peti- tive ap- point- ments	Number	Per- cent of total	Number	Per- cent of except- ed ap- point- ments	Number	Per- cent of except- ed ap- point- ments
All agencies.....	2,312,982	2,141,309	93	1,391,609	65	690,989	32	58,711	3	171,673	7	43,801	26	127,872	74
EXECUTIVE OFFICE OF THE PRESIDENT															
White House Office.....	259									259	100			259	100
Bureau of the Budget.....	522	507	97	448	88	56	11	3	1	15	3	5	33	10	67
Council of Economic Advisers.....	41	35	85	25	71	10	29			6	15	1	17	5	83
Executive Mansion and Grounds.....	67									67	100	8	12	59	88
National Security Council.....	19									19	100			19	100
National Security Resources Board.....	114	84	74	54	64	30	36			30	26	15	50	15	50
Office of Defense Mobilization.....	112	78	70			74	95	4	5	34	30	17	50	17	50
President's Commission on Internal Security and Individual Rights.....	6									6	100			6	100
President's Materials Policy Commission.....	79									79	100	40	51	39	49
EXECUTIVE DEPARTMENTS															
State.....	10,671	8,516	80	5,574	65	2,697	32	245	3	2,155	20	303	14	1,852	86
Treasury.....	91,690	89,271	97	78,156	88	9,103	10	2,012	2	2,419	3	35	1	2,384	99
Department of Defense:															
Office of the Secretary of Defense.....	2,166	1,989	92	1,202	60	747	38	40	2	177	8	106	60	71	40
Department of the Army.....	472,089	458,029	97	212,411	46	236,994	52	8,624	2	14,060	3	3,229	23	10,831	77
Department of the Navy.....	418,366	402,237	96	239,857	60	160,076	40	2,304	(2)	16,129	4	8,348	52	7,781	48
Department of the Air Force.....	232,388	229,268	99	111,699	49	114,352	50	3,217	1	3,120	1	867	28	2,253	72
Justice.....	31,113	15,422	50	13,147	85	1,817	12	458	3	15,691	50	52	(2)	15,639	100
Post Office.....	496,361	496,319	100	387,668	78	80,217	16	28,434	6	42	(2)	1	2	41	98
Interior.....	56,198	42,091	75	33,173	79	6,412	15	2,506	6	14,107	25	6,981	49	7,126	51
Agriculture.....	78,808	53,606	68	46,212	86	5,117	10	2,277	4	25,202	32	15,692	62	9,510	38
Commerce.....	60,848	46,856	77	31,412	67	11,618	25	3,826	8	13,992	23	1,854	13	12,138	87
Labor.....	7,632	6,620	87	4,595	69	1,661	25	364	6	1,012	13	351	35	661	65
INDEPENDENT AGENCIES															
American Battle Monuments Commission.....	17	14	82	12	86	2	14			3	18	3	100		
Atomic Energy Commission.....	5,704									5,704	100	87	2	5,617	98
Board of Governors, Federal Reserve System.....	594									594	100	17	3	577	97

Civil Aeronautics Board.....	524	460	88	391	85	69	15				12	1	2	63	98
Civil Service Commission.....	4,425	4,362	99	2,805	64	1,301	30	256	6		1			63	100
Commission on Renovation of the Executive Mansion.....	13										100			13	100
Defense Production Administration.....	388	306	79	71	23	232	76	3	1	13	21	46	56	36	44
Defense Transport Administration.....	187	168	90			162	96	6	4	82	10	18	95	1	5
Displaced Persons Commission.....	129									19	100	2	2	127	98
Economic Cooperation Administration.....	1,374	1,154	84	630	55	463	40	61	5	220	16	140	64	80	36
Economic Stabilization Agency.....	10,177	9,217	91			9,072	98	145	2	960	9	157	16	803	84
Export-Import Bank.....	133	111	83	87	78	24	22			22	17			22	100
Federal Civil Defense Administration.....	617	526	85	36	7	478	91	12	2	91	15	45	49	46	51
Federal Communications Commission.....	1,181	1,105	94	958	87	137	12	10	1	76	6			76	100
Federal Deposit Insurance Corporation.....	1,029	969	94	876	91	90	9	3	(2)	60	6	16	27	44	73
Federal Mediation and Conciliation Service.....	369	120	33	84	70	28	23	8	7	249	67	4	2	245	98
Federal Power Commission.....	744	674	91	591	88	80	12	3	(2)	70	9			70	100
Federal Security Agency.....	35,558	32,972	93	26,225	79	6,142	19	605	2	2,586	7	459	18	2,127	82
Federal Trade Commission.....	751	579	77	451	78	115	20	13	2	172	23			44	100
General Accounting Office.....	6,888	6,844	99	6,113	89	725	11	6	(2)	44	1			44	100
General Services Administration.....	30,292	29,970	99	22,481	75	6,438	21	1,051	4	322	1	31	10	291	90
Government Printing Office.....	7,489	7,459	100	6,195	83	1,243	17	21	(2)	30	73	24	80	6	20
Housing and Home Finance Agency.....	13,339	13,169	99	10,378	79	2,471	19	320	2	170	1	4	2	166	98
Indian Claims Commission.....	11	3	27	2	67	1	33			8	(2)			8	100
Interstate Commerce Commission.....	2,150	2,101	98	1,766	84	327	16	8	(2)	49	2	1	2	48	98
Motor Carrier Claims Commission.....	15	6	40	5	83	1	17			9	60			9	100
National Advisory Committee for Aeronautics.....	7,705	7,700	100	6,598	86	958	12	144	2	5	(2)	2	40	3	60
National Capital Housing Authority.....	327	325	99	251	77	67	21	7	2	2	1			2	100
National Capital Park and Planning Commission.....	10	7	70	7	100					3	30	1	33	2	67
National Capital Sesquicentennial Commission.....	214									214	100	19	9	195	91
National Labor Relations Board.....	1,476	1,047	71	836	80	198	19	13	1	429	29	105	24	324	76
National Mediation Board.....	113	56	50	53	95	3	5			57	50	14	25	43	75
National Science Foundation.....	43	35	81			31	89	4	11	8	19			8	100
Office of the Housing Expediter.....	2,464	2,365	96	1,611	68	426	18	328	14	99	4	4	4	95	96
Panama Canal.....	100	99	99	90	91	6	6	3	3	1	1			1	100
Panama Railroad Company.....	500	74	15	64	86	10	14			426	85			426	100
Railroad Retirement Board.....	2,118	2,112	100	1,880	89	176	8	56	3	6	(2)			6	100
Reconstruction Finance Corporation.....	2,674	2,498	93	2,195	88	257	10	46	2	176	7	8	5	168	95
Securities and Exchange Commission.....	1,027	836	81	730	87	105	13	1	(2)	191	19	1	1	190	99
Selective Service System.....	8,103	7,748	96	2,021	26	5,635	73	92	1	355	4	5	1	350	99
Smithsonian Institution.....	937	857	91	712	83	110	13	35	4	80	9	58	73	22	27
Soldiers' Home.....	743									743	100			743	100
Subversive Activities Control Board.....	26	9	35			9	100			17	65			17	100
Tariff Commission.....	210	201	96	187	93	12	6	2	1	9	4			9	100
Tax Court of the United States.....	123	61	50	58	95	1	2	2	3	62	50			62	100
Tennessee Valley Authority.....	18,930									18,930	100	174	1	18,756	99
Veterans Administration.....	181,356	151,983	84	128,493	84	22,359	15	1,131	1	29,373	16	4,450	15	24,923	85
War Claims Commission.....	136	79	58	33	42	44	56	2	2	57	42			57	100

¹ Appointments limited to 1 year or less.

² Less than 0.5 percent.

Table 7.—Distribution of Federal civilian employment, by State and selected agency, June 1951

[For coverage, see headnote, table 1]

Area	Number of employees					Percent distribution by agency				
	All agencies	Department of Defense ¹	Post Office Department ¹	Veterans Administration	Other agencies ¹	All agencies	Department of Defense	Post Office Department	Veterans Administration	Other agencies
Total	2,486,491	1,235,498	498,281	182,812	569,900	100	50	20	7	23
Outside continental United States	173,509	110,489	1,920	1,456	59,644	100	64	1	1	34
Territories and possessions	84,376	47,841	1,920	928	33,687	100	57	2	1	40
Foreign countries	89,133	62,648	-----	528	25,957	100	70	-----	1	29
Continental United States	2,312,982	1,125,009	496,361	181,356	510,256	100	49	21	8	22
Washington, D. C., metropolitan area ²	256,096	91,809	7,873	14,269	142,145	100	36	3	6	55
48 States ²	2,056,886	1,033,200	488,488	167,087	368,111	100	50	24	8	18
Alabama	48,296	28,319	6,417	3,352	10,208	100	59	13	7	21
Arizona	14,594	4,733	1,967	1,427	6,467	100	32	14	10	44
Arkansas	15,534	4,989	4,770	2,771	3,004	100	32	31	18	19
California	249,039	169,839	34,834	14,866	29,500	100	68	14	6	12
Colorado	30,104	13,045	4,417	2,177	10,465	100	43	15	7	35
Connecticut	11,100	1,832	6,127	1,061	2,080	100	17	55	9	19
Delaware	2,272	481	931	485	375	100	21	41	21	17
Florida	37,464	22,039	7,466	2,652	5,307	100	59	20	7	14
Georgia	57,179	34,220	9,499	4,641	8,819	100	60	17	8	15
Idaho	5,795	676	1,570	528	3,021	100	12	27	9	52
Illinois	108,256	39,918	37,536	10,592	20,210	100	37	35	10	18
Indiana	39,605	20,682	11,036	3,178	4,709	100	52	28	8	12
Iowa	15,743	790	9,226	2,291	3,436	100	5	59	14	22
Kansas	21,242	6,245	7,188	3,619	4,190	100	29	34	17	20
Kentucky	30,404	14,718	7,480	3,277	4,929	100	48	25	11	16
Louisiana	25,044	8,790	6,527	2,666	7,061	100	35	26	11	28
Maine	15,567	9,770	3,414	986	1,397	100	63	22	6	9
Maryland ²	47,594	27,874	5,413	2,283	12,024	100	59	11	5	25
Massachusetts	66,060	34,121	16,954	6,898	8,087	100	52	26	10	12
Michigan	44,243	15,168	17,121	4,309	7,645	100	34	39	10	17
Minnesota	24,131	1,556	12,863	3,806	5,906	100	6	53	16	25
Mississippi	16,247	5,798	4,494	2,559	3,396	100	36	27	16	21
Missouri	55,191	19,232	18,583	4,068	13,308	100	35	34	7	24
Montana	8,801	921	2,051	517	5,312	100	11	23	6	60
Nebraska	21,121	8,451	6,634	1,400	4,636	100	40	31	7	22
Nevada	5,485	2,907	505	266	1,807	100	53	9	5	33
New Hampshire	3,218	175	1,924	438	681	100	5	60	14	21
New Jersey	53,156	33,030	12,463	2,860	4,803	100	62	24	5	9
New Mexico	15,365	5,649	1,710	973	7,033	100	37	11	6	46
New York	192,682	70,291	71,467	17,091	33,833	100	36	37	9	18
North Carolina	26,807	10,977	8,213	2,800	4,817	100	41	31	10	18
North Dakota	7,105	739	3,047	747	2,572	100	10	43	11	36
Ohio	105,536	57,073	27,502	7,954	13,007	100	54	26	8	12
Oklahoma	47,292	32,582	6,714	1,544	6,452	100	69	14	3	14
Oregon	17,836	4,162	4,495	1,894	7,285	100	23	25	11	41
Pennsylvania	145,957	85,523	33,115	9,458	17,861	100	59	23	6	12
Rhode Island	12,495	8,968	2,040	856	631	100	72	16	7	5
South Carolina	23,748	15,610	4,157	1,245	2,736	100	66	17	5	12
South Dakota	9,285	1,892	2,856	1,469	3,068	100	20	31	16	33
Tennessee	44,522	12,722	8,084	5,586	18,130	100	29	18	12	41
Texas	115,411	66,036	21,319	9,118	18,938	100	57	19	8	16
Utah	30,798	24,805	1,854	525	3,614	100	80	6	2	12
Vermont	3,117	79	1,716	518	804	100	2	55	17	26
Virginia ²	77,660	54,449	8,301	5,008	9,902	100	70	11	6	13
Washington	67,956	44,745	6,167	3,512	13,532	100	66	9	5	20
West Virginia	11,352	1,756	4,963	2,380	2,253	100	15	44	21	20
Wisconsin	21,303	2,823	10,366	3,626	4,488	100	13	49	17	21
Wyoming	6,575	1,784	992	810	2,989	100	27	15	12	46
Undistributed	1,599	216	-----	-----	1,383	100	14	-----	-----	86

¹ Partly estimated.

² See table 1, footnote 1.

Table 8.—Trend of Federal civilian employment by selected agency, all areas, as of June 1941–51

[For coverage, see headnote, table 1]

Period	All agencies		Department of Defense ¹		Post Office Department		Veterans Administration		Other agencies	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
June 1941.....	1,370,110	100	543,153	40	315,181	23	42,948	3	468,828	34
June 1942.....	2,206,970	100	1,273,740	58	319,763	14	43,984	2	569,483	26
June 1943.....	3,157,113	100	2,088,892	66	316,357	10	53,349	2	698,515	22
June 1944.....	3,312,256	100	2,256,846	68	352,773	11	50,510	1	652,127	20
June 1945.....	3,769,646	100	2,634,075	70	378,849	10	65,143	2	691,579	18
June 1946.....	2,722,031	100	1,416,225	52	488,623	18	169,643	6	647,540	24
June 1947.....	2,128,648	100	859,142	41	471,787	22	216,753	10	580,966	27
June 1948.....	2,090,732	100	870,962	42	503,607	24	195,545	9	520,618	25
June 1949.....	2,109,642	100	879,875	42	517,743	25	195,488	9	516,536	24
June 1950.....	1,966,448	100	753,149	38	500,679	25	188,392	10	524,228	27
June 1951.....	2,486,491	100	1,235,498	50	498,281	20	182,812	7	569,900	23

¹ For June 1941–June 1947, represents War Department and Navy Department combined.

Table 9.—Trend of Federal civilian employment, all areas, by type of appointment and specified period, 1939–51

[For coverage, see headnote, table 1]

Period	Total	Type of appointment			Not reported
		Subject to competitive requirements of Civil Service Act		Excepted from competitive requirements of Civil Service Act	
		Number	Percent of total reported		
June 1939.....	926,415	622,832	68	297,478	6,105
June 1940.....	1,014,117	726,827	72	275,993	11,297
June 1941 ¹	1,370,110	990,233	73	367,917	11,960
June 1947 ¹	2,128,648	1,733,019	81	395,629	-----
June 1948.....	2,090,732	1,750,823	84	339,909	-----
June 1949.....	2,109,642	1,802,708	85	306,934	-----
June 1950.....	1,966,448	1,687,594	86	278,854	-----
June 1951 ²	2,486,491	2,175,668	87	310,823	-----

¹ Data not reported during war.

² In the continental United States, 2,141,309, or 93 percent, of 2,312,982 employees had appointments made in accordance with the competitive requirements of the Civil Service Act.

Table 10.—Trend of Federal civilian employment, continental United States, by compensation authority and specified period, 1942–51

[For coverage, see headnote, table 1]

Period	Total		Classification Act of 1949 ¹		Postal Pay Act		Wage board		Other ²	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
October 1942 ³	42,687,093	100	51,125,780	42	313,361	12	1,106,691	41	141,261	5
December 1944 ³	2,859,737	100	1,226,093	43	369,775	13	1,069,345	37	194,524	7
June 1946 ³	2,299,007	100	1,044,719	46	485,389	21	667,210	29	101,689	4
June 1947.....	1,849,781	100	852,162	46	468,465	25	455,074	25	74,080	4
June 1948.....	1,859,807	100	807,384	43	500,188	27	483,222	26	69,013	4
June 1949.....	1,928,524	100	830,535	43	514,017	27	503,533	26	80,439	4
June 1950.....	1,819,489	100	808,508	44	496,875	27	447,044	25	67,062	4
June 1951.....	2,312,982	100	61,012,639	44	493,625	21	736,326	32	70,392	3

¹ 1949 and earlier years, Classification Act of 1923, as amended.

² Represents employees paid at rates fixed by other statutes, by Executive orders, or by administrative determination.

³ Partially estimated.

⁴ Includes employees outside continental United States.

⁵ Excludes employees in Clerical-Mechanical Service under Classification Act of 1923, as amended, paid on an hourly basis; such employees are included in "Other."

⁶ This total of classified employees for June 1950 and June 1951 differs slightly from the total shown in tables 11 and 12, because of differences in date and method of reporting data.

Table 11.—Salary distribution of full-time Federal civilian employees in positions subject to the Classification Act of 1949 on June 30, 1951

[For coverage, see headnote, table 1]

Basic annual rate	Total employees		Basic annual rate	Total employees		Basic annual rate	Total employees	
	Number	Percent		Number	Percent		Number	Percent

GENERAL SCHEDULE								
All rates	885, 925	100. 00						
\$2,200	8, 210	.93	\$3, 575	4, 280	.48	\$5, 500	1, 046	.12
\$2,280	608	.07	3, 595	38	.01	5, 600	9, 845	1.11
\$2,360	423	.05	3, 600	6, 540	.74	5, 625	735	.08
\$2,440	724	.08	3, 670	8	(1)	5, 630	20	(1)
\$2,450	59, 727	10.13	3, 700	5, 157	.58	5, 725	1	(1)
\$2,520	653	.07	3, 725	4, 703	.53	5, 750	1, 059	.12
\$2,530	9, 826	1.11	3, 750	3	(1)	5, 800	5, 432	.61
\$2,600	426	.05	3, 770	4	(1)	5, 875	52	.01
\$2,610	10, 633	1.20	3, 825	34, 653	3.91	6, 000	4, 564	.49
\$2,650	82, 832	9.35	3, 850	11, 603	1.31	6, 200	2, 941	.33
\$2,680	973	.11	3, 870	4	(1)	6, 400	14, 939	1.69
\$2,690	9, 577	1.08	3, 950	13, 082	1.48	6, 600	5, 958	.67
\$2,730	17, 153	1.94	3, 970	1	(1)	6, 800	4, 468	.51
\$2,760	24	(1)	3, 975	614	.07	7, 000	4, 217	.48
\$2,770	7, 350	.83	4, 075	13, 768	1.55	7, 193	1	(1)
\$2,810	18, 563	2.10	4, 100	75	.01	7, 200	2, 481	.28
\$2,840	4	(1)	4, 105	2	(1)	7, 400	2, 483	.28
\$2,850	5, 778	.65	4, 170	1	(1)	7, 600	7, 016	.79
\$2,875	31, 016	3.50	4, 200	18, 059	2.04	7, 800	3, 199	.36
\$2,890	16, 599	1.87	4, 225	36	(1)	8, 000	2, 264	.26
\$2,920	1	(1)	4, 270	1	(1)	8, 200	1, 865	.21
\$2,930	14, 139	1.60	4, 325	9, 582	1.08	8, 390	1	(1)
\$2,952 ²	1	(1)	4, 366	1	(1)	8, 400	1, 320	.15
\$2,955	13, 008	1.47	4, 370	1	(1)	8, 600	1, 180	.13
\$2,970	13, 541	1.53	4, 450	7, 307	.83	8, 800	3, 253	.37
\$3,010	231	.03	4, 491	3	(1)	8, 880	8	(1)
\$3,035	15, 673	1.77	4, 575	15, 915	1.80	9, 000	1, 226	.14
\$3,050	17, 548	1.98	4, 600	21, 415	2.42	9, 200	844	.10
\$3,090	26	(1)	4, 700	2, 752	.31	9, 400	809	.09
\$3,100	31, 328	3.54	4, 725	8, 820	1.00	9, 600	84	.01
\$3,115	14, 217	1.61	4, 825	1, 721	.20	9, 706	1	(1)
\$3,130	26, 143	2.95	4, 850	8, 195	.93	9, 800	833	.09
\$3,170 ²	53	.01	4, 950	2, 670	.30	10, 000	1, 425	.16
\$3,195 ²	12, 688	1.43	4, 975	6, 716	.76	10, 250	77	.01
\$3,210	571	.07	5, 000	4, 196	.47	10, 305	6	(1)
\$3,225	13, 332	1.51	5, 004	4	(1)	10, 330	2	(1)
\$3,270 ²	13	(1)	5, 075	42	.01	10, 500	188	.02
\$3,275	15, 760	1.78	5, 100	6, 277	.71	10, 750	722	.08
\$3,290	81	.01	5, 125	2, 220	.25	11, 000	756	.09
\$3,350	10, 536	1.19	5, 200	2	(1)	11, 200	267	.03
\$3,351 ²	4	(1)	5, 225	4, 744	.54	11, 400	5	(1)
\$3,355 ²	20, 270	2.23	5, 250	1, 138	.13	11, 800	4	(1)
\$3,370 ²	50	.01	5, 350	8, 339	.94	12, 000	10	(1)
\$3,435	553	.06	5, 370	1	(1)	12, 200	103	.01
\$3,450	10, 182	1.15	5, 375	942	.11	12, 400	1	(1)
\$3,470 ²	10	(1)	5, 400	16, 997	1.92	12, 500	1	(1)
\$3,475	13, 931	1.57	5, 460	33	(1)	13, 000	6	(1)
\$3,515	112	.01	5, 470	1	(1)	14, 000	42	.01
\$3,570 ²	5	(1)	5, 475	534	.06			

CRAFTS, PROTECTIVE, AND CUSTODIAL SCHEDULE

All rates	118, 699	100. 00						
\$1,510	43	.04	\$2, 892	11	.01	\$3, 650	629	.53
\$1,570	6	.01	2, 900	5, 892	4.96	3, 670	21	.02
\$1,630	1	(1)	2, 914	1, 142	.96	3, 681	1	(1)
\$1,690	4	(1)	2, 930	3, 890	3.28	3, 725	2, 758	2.32
\$1,750	4	(1)	2, 940	1	(1)	3, 727	3	(1)
\$1,810	3	(1)	2, 964	1	(1)	3, 770	38	.03
\$1,810	2	(1)	2, 970	205	.17	3, 775	821	.69
\$1,870	10, 024	8.44	2, 972	1	(1)	3, 825	68	.06
\$2,120	1, 828	1.54	2, 980	1, 219	1.03	3, 870	30	.03
\$2,246 ²	37	.03	2, 994	987	.83	3, 900	1, 040	.88
\$2,252	5, 877	4.95	3, 010	110	.09	3, 925	25	.02
\$2,260	2, 340	1.97	3, 060	1, 768	1.49	3, 970	8	.01
\$2,330	2, 806	2.36	3, 070	175	.15	4, 025	582	.49
\$2,332	2, 535	2.14	3, 074	1, 447	1.22	4, 070	35	.03
\$2,400	1, 551	1.31	3, 090	22	.02	4, 150	1, 567	1.32

Table 11.—Salary distribution of full-time Federal civilian employees in positions subject to the Classification Act of 1949 on June 30, 1951—Con.

Basic annual rate	Total employees		Basic annual rate	Total employees		Basic annual rate	Total employees	
	Number	Percent		Number	Percent		Number	Percent
CRAFTS, PROTECTIVE, AND CUSTODIAL SCHEDULE—Continued								
\$2,412	3,039	2.56	\$3,125	1,641	1.38	\$4,170	20	.02
\$2,450	3,824	3.22	2,140	1,767	1.49	4,270	33	.03
\$2,470	1,324	1.12	3,154	2,487	2.10	4,275	445	.38
\$2,492	2,557	2.15	3,170	192	.16	4,370	15	.01
\$2,530	1,090	.92	3,220	1,536	1.29	4,400	318	.27
\$2,540	6,421	5.41	3,225	1,141	.96	4,470	13	.01
\$2,548 ²	11	.01	3,234	157	.13	4,525	522	.44
\$2,570 ²	141	.12	3,270	173	.15	4,570	6	.01
\$2,572	1,860	1.57	3,300	2,434	2.05	4,650	229	.19
\$2,610	1,706	1.44	3,314	7	.01	4,670	22	.02
\$2,652 ²	2,238	1.89	3,325	1,156	.97	4,770	1	(1)
\$2,670 ²	92	.08	3,330	6	.01	4,775	115	.10
\$2,674	5,910	5.82	3,370	79	.07	4,870	1	(1)
\$2,680	4	(1)	3,380	3,841	3.24	4,900	275	.23
\$2,690	1,634	1.38	3,394	1	(1)	4,970	5	(1)
\$2,732	5,056	4.26	3,400	856	.72	5,025	17	.01
\$2,754	993	.84	3,425	1,283	1.08	5,070	5	(1)
\$2,756 ²	1	(1)	3,460	81	.07	5,150	2	(1)
\$2,770 ²	1,346	1.13	3,470	35	.03	5,170	1	(1)
\$2,812	15	.01	3,525	2,271	1.91	5,270	5	(1)
\$2,834	1,190	1.00	3,540	10	.01	5,275	2	(1)
\$2,850	1,297	1.09	3,570	57	.05	5,470	1	(1)
\$2,860 ²	7	.01	3,620	2	(1)			
\$2,870 ²	297	.25	3,625	822	.69			

¹ Less than 0.005 percent.

² Rates not specified in Classification Act of 1949. Incumbents' salary rates in effect prior to coverage under the act.

Table 12.—Grade and schedule distribution of full-time Federal civilian employees in positions subject to the Classification Act of 1949 on June 30, 1951, and June 30, 1950

For coverage, see headnote, table 1.

Grade	Employees at General Schedule rates				Employees at Crafts, Protective, and Custodial Schedule rates			
	1951		1950		1951		1950	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All grades	885,925	100.0	701,824	100.0	118,699	100.0	98,924	100.0
1	12,046	1.4	12,288	1.8	63	.1	198	.2
2	147,354	16.6	101,861	14.5	27,352	23.0	23,188	23.4
3	193,168	21.8	144,725	20.6	23,323	19.6	21,599	21.8
4	123,350	13.9	103,550	14.8	15,197	12.8	14,456	14.6
5	92,699	10.5	73,676	10.5	15,375	13.0	9,716	9.8
6	35,715	4.0	30,375	4.3	18,640	15.7	13,722	13.9
7	86,533	9.8	72,180	10.3	10,613	8.9	9,251	9.4
8	16,933	1.9	13,991	2.0	5,293	4.5	4,381	4.4
9	65,149	7.4	56,255	8.0	1,515	1.3	1,255	1.3
10	11,399	1.3	8,345	1.2	1,328	1.1	1,158	1.2
11	42,850	4.8	35,750	5.1				
12	31,217	3.5	26,915	3.8				
13	16,855	1.9	13,770	2.0				
14	7,050	.8	5,542	.8				
15	3,168	.4	2,306	.3				
16	287	(1)	220	(1)				
17	110	(1)	52	(1)				
18	42	(1)	23	(1)				

¹ Less than 0.05 percent.

Table 13.—Accessions of Federal civilian full-time employees, continental United States, by type of accession; by fiscal year, 1945–51; and by month, July 1950–June 1951

[For coverage, see headnote, table 1]

Period	Total number of accessions	Accession rate per 100 full-time employees	Type of accession												
			Movement from other agencies		Return from military service		Original probational appointment		Indefinite appointment		Temporary, limited period		Other ¹		
			Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total	
<i>Fiscal year</i>															
1945.....	1,600,297	4.9	46,609	2.9	21,351	1.4	(2)	(2)	(2)	(2)	153,933	9.6	1,378,404	86.1	
1946.....	1,429,822	5.2	95,056	6.6	210,138	14.7	(2)	(2)	(2)	(2)	376,274	26.3	748,354	52.4	
1947.....	748,195	3.4	46,654	6.2	46,544	6.2	(2)	(2)	(2)	(2)	241,333	32.3	413,664	55.3	
1948.....	630,182	3.3	25,174	4.0	7,159	1.1	85,649	13.6	182,408	29.0	151,284	24.0	178,508	28.3	
1949.....	562,457	2.8	25,748	4.6	1,748	.3	109,158	19.4	157,570	28.0	123,186	21.9	145,047	25.8	
1950.....	330,307	1.7	18,979	5.7	1,082	.3	73,954	22.4	39,825	12.1	80,669	24.4	115,798	35.1	
1951.....	1,070,774	4.8	27,356	2.5	3,952	.4	52,437	4.9	727,819	68.0	116,546	10.9	142,664	13.3	
<i>1950</i>															
July.....	62,931	3.8	1,899	3.0	109	.2	8,631	13.7	17,353	27.6	18,796	29.9	16,143	25.6	
August.....	121,988	7.2	2,267	1.9	104	.1	9,337	7.6	72,720	59.6	17,486	14.3	20,074	16.5	
September.....	93,836	5.4	2,049	2.2	172	.2	7,596	8.1	59,567	63.4	9,730	10.4	14,722	15.7	
October.....	85,917	4.8	1,731	2.0	228	.3	7,911	9.2	54,513	63.4	9,940	11.6	11,594	13.5	
November.....	64,583	3.6	953	1.5	690	1.1	6,308	9.8	41,695	64.5	7,530	11.6	7,407	11.5	
December.....	56,011	3.1	940	1.7	604	1.1	3,433	6.1	37,282	66.6	6,360	11.3	7,392	13.2	
<i>1951</i>															
January.....	102,319	5.5	2,229	2.2	571	.6	3,688	3.6	81,486	79.6	6,807	6.6	7,538	7.4	
February.....	97,628	5.1	2,996	3.1	248	.3	994	1.0	79,413	81.3	7,953	8.1	6,024	6.2	
March.....	105,078	5.3	2,976	2.8	254	.3	881	.8	84,194	80.1	8,803	8.4	7,970	7.6	
April.....	91,272	4.5	3,467	3.8	322	.3	793	.9	69,801	76.5	6,099	6.7	10,790	11.8	
May.....	83,397	4.0	3,078	3.7	316	.4	767	.9	60,586	72.7	6,363	7.6	12,287	14.7	
June.....	105,814	5.0	2,771	2.6	334	.3	2,098	2.0	69,209	65.4	10,679	10.1	20,723	19.6	

¹ For entire period covered, includes accession by excepted appointment, reemployment other than military, and reinstatement; for 1945, 1946, and 1947, includes probational appointment, indefinite appointment made under civil-service regulations applicable at time, and a few accessions not reported by type.

² Not available; included in "Other."

Table 14.—Separations of Federal civilian full-time employees, continental United States, by type of separation; by fiscal year, 1945–51; and by month, July 1950–June 1951

[For coverage, see headnote, table 1]

Period	Total number of separations	Separation rate per 100 full-time employees	Type of separation											
			Quit ¹		Reduction in force		Discharge ²		Extended leave without pay ³		Termination ⁴		Other ⁵	
			Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total
<i>Fiscal year</i>														
1945.....	1,674,397	5.1	1,066,652	63.7	66,591	4.0	207,856	12.4	83,292	5.0	97,193	5.8	152,813	9.1
1946.....	2,096,602	7.6	1,161,121	55.4	603,593	28.8	108,141	5.1	65,059	3.1	112,824	5.4	45,864	2.2
1947.....	1,190,316	5.4	527,026	44.3	388,205	32.6	25,459	2.1	39,075	3.3	(⁶)	(⁶)	210,551	17.7
1948.....	623,970	3.3	320,236	51.3	98,616	15.8	14,452	2.3	27,033	4.4	(⁶)	(⁶)	163,633	26.2
1949.....	511,244	2.5	242,138	47.4	53,748	10.5	12,515	2.4	28,645	5.4	(⁶)	(⁶)	174,198	34.1
1950.....	431,037	2.2	160,331	37.2	103,281	24.0	9,229	2.1	23,371	5.4	110,143	25.6	24,682	5.7
1951.....	593,002	2.6	321,437	54.2	17,039	2.9	17,288	2.9	23,322	3.9	106,570	18.0	107,346	18.1
<i>1950</i>														
July.....	35,006	2.1	13,109	37.5	2,930	8.4	737	2.1	2,107	6.0	11,812	33.7	4,311	12.3
August.....	46,121	2.7	21,484	46.6	904	2.0	1,008	2.2	1,962	4.2	11,320	24.5	9,443	20.5
September.....	60,436	3.5	30,051	49.7	801	1.3	966	1.6	2,419	4.0	14,065	23.3	12,134	20.1
October.....	52,908	3.0	25,409	48.0	1,084	2.0	1,193	2.5	2,242	4.2	11,365	21.4	11,615	21.9
November.....	41,930	2.3	20,918	49.9	1,503	3.6	1,077	2.6	1,757	4.2	9,207	21.9	7,468	17.8
December.....	27,495	2.0	19,265	51.4	1,759	4.7	1,102	2.9	1,728	4.6	8,246	22.0	5,395	14.4
<i>1951</i>														
January.....	44,769	2.4	24,755	55.3	1,502	3.4	1,349	3.0	1,870	4.2	6,811	15.2	8,482	18.9
February.....	42,203	2.2	24,470	58.0	773	1.8	1,406	3.3	1,675	4.0	4,982	11.8	8,897	21.1
March.....	55,118	2.8	33,148	60.1	1,609	2.9	1,878	3.4	1,905	3.5	5,773	10.5	10,805	19.6
April.....	56,268	2.8	34,512	61.3	772	1.4	1,996	3.5	1,898	3.4	6,512	11.6	10,578	18.8
May.....	54,557	2.6	34,724	63.7	624	1.1	2,147	3.9	1,823	3.3	5,877	10.8	9,362	17.2
June.....	66,191	3.2	39,592	59.8	2,778	4.2	2,429	3.7	1,936	2.9	10,600	16.0	8,856	13.4

¹ Includes resignation, movement to other Federal agency, and abandonment of position.

² Includes separation required by an agency for disqualification or inefficiency, and removal for misconduct, delinquency, or other serious cause.

³ Represents losses because of absence from duty in nonpay status for scheduled periods of more than 30 days.

⁴ Represents involuntary separation from indefinite, temporary, or excepted appointment.

⁵ For entire period, includes separation or furlough for military leave, retirement, death, legal incompetence, and disability not giving employee retirement right; for 1945, 1946, and 1947, includes a few separations not reported by type; for 1947, 1948, and 1949, includes termination.

⁶ Not available; included in "Other."

Table 15.—Comparison of uncompensated employment in selected Federal agencies, by area, June 1951, June 1950, and World War II peak

[For coverage, see headnote, table 1]

Agency	All areas		Continental United States			Washington, D. C., metropolitan area ¹		
	June 1951	June 1950	June 1951	June 1950	July 1945 ²	June 1951	June 1950	June 1945 ²
Total, all agencies.....	93, 134	79, 707	91, 629	77, 871	333, 840	2, 603	1, 450	3, 720
White House Office.....	6	18	6	18	1	6	18	1
Bureau of the Budget.....	3	2	3	2	7	3	2	6
National Security Resources Board.....	4	60	4	60		4	60	
Office of Defense Mobilization.....	70		70			70		
President's Commission on Internal Security and Individual Rights.....	3		3			3		
President's Materials Policy Commission.....	3		3			3		
State.....	62	97	61	91	66	61	88	16
Treasury.....	143	187	143	187	906	9	11	10
Office of the Secretary of Defense.....	28		28			28		
Department of the Army.....	57	16	57	16	³ 170	7		³ 126
Department of the Navy.....	10	6	10	6	267	10	6	20
Department of the Air Force.....	8		8			4		
Justice.....	9	11	8	10	590	6	7	11
Interior.....	2, 855	2, 208	2, 775	2, 160	1, 533	158	69	25
Agriculture.....	3, 338	3, 359	3, 217	3, 255	2, 626	95	83	142
Commerce.....	10, 082	9, 866	10, 052	9, 676	9, 505	785	222	98
Labor.....	80	71	80	71	537	2	1	4
Atomic Energy Commission.....	17	14	17	14		1		
Board of Governors, Federal Reserve System.....	2		2					
Civil Service Commission.....	51	52	51	52	79	6	6	3
Commission on Renovation of the Executive Mansion.....	4	4	4	4		4	4	
Defense Production Administration.....	31		31			31		
Defense Transport Administration.....	26		26			26		
Economic Cooperation Administration.....	1	22	1	22		1	22	
Economic Stabilization Agency.....	161		161			161		
Federal Civil Defense Administration.....	2		2			2		
Federal Deposit Insurance Corporation.....	2		2			1		
Federal Security Agency.....	4, 453	4, 183	4, 434	4, 163	4, 612	201	172	237
General Services Administration.....	5	3	5	3		5	3	
Housing and Home Finance Agency.....	8	6	8	6	6	8	6	5
National Advisory Committee for Aeronautics.....	221	220	221	220	15	221	220	15
National Capital Sesquicentennial Commission.....	3	2	3	2		3	2	
Securities and Exchange Commission.....	1		1					
Selective Service System.....	41, 246	36, 516	40, 042	35, 285	182, 161	299	289	1, 128
Smithsonian Institution.....	1	1	1	1	1	1	1	
Veterans Administration.....	30, 138	22, 781	30, 089	22, 545	1, 507	380	158	82
Wartime agencies.....					129, 251			1, 791

¹ See table 1, footnote 1.

² Highest monthly total reported; includes persons who received nominal salary of \$1 a year or \$1 a month.

³ War Department.

Table 16.—Political-activity cases processed by the Commission (cumulative) ¹

STATE AND LOCAL EMPLOYEES	
(Cumulative, July 19, 1940, through June 30, 1951)	
Complaints received.....	537
Cases disposed of:	
Closed without investigation.....	74
Closed without action after investigation.....	162
Letters of Charges authorized but dismissed.....	35
Dismissed before hearing.....	20
Removals ordered.....	30
No violations established.....	41
Violations found not to warrant removal.....	52
Jurisdiction not established.....	17
Total cases disposed of.....	431
Cases on hand:	
Complaints under consideration.....	11
Investigations in progress.....	22
Investigations completed, but conclusion not reached as to subsequent action.....	64
Hearings pending.....	7
Decisions pending.....	2
Total cases on hand.....	106
FEDERAL EMPLOYEES	
(Cumulative, Aug. 2, 1939, through June 30, 1951)	
Complaints received.....	1,782
Cases disposed of:	
Closed without field investigation.....	506
No violations established.....	921
Removals ordered ²	173
Other penalties ordered (suspension, debarment, reprimand).....	62
Total cases disposed of.....	1,662
Cases on hand:	
Complaints under consideration (conclusion not reached as to authorizing investigation).....	15
Investigations in progress.....	29
Investigations completed, but conclusion not reached as to subsequent action.....	76
Total cases on hand.....	120

¹ See table 17 for fiscal-year summaries, 1947-51.

² Includes 4 cases that were later reopened under Public Law 732, 81st Congress (to determine whether the facts would have warranted a penalty less than removal if the Commission, at the time the cases were passed on, had had discretion to apply such a penalty); in 1 case the record was not cleared, and in 3 the record was cleared to permit reemployment under the same appropriation.

Table 17.—Political-activity cases processed by the Commission (by fiscal years, 1947–51)

STATE AND LOCAL EMPLOYEES

Complaints received, nature of subsequent action, and (where action is incomplete) number of cases on hand	Fiscal year				
	1947	1948	1949	1950	1951
COMPLAINTS RECEIVED					
On hand from previous year.....	25	26	36	70	83
Received during year.....	20	23	53	30	39
Total.....	45	49	89	100	122
CASES DISPOSED OF					
Closed without action before investigation.....	9	6	6	6	1
Closed without action after investigation.....	7	2	11	4	5
Dismissed before hearing.....	0	1	0	0	0
Final Report and Order issued:					
Removals ordered.....	1	2	2	4	3
No violations established.....	0	1	0	1	0
Violations found not to warrant removal.....	2	1	0	2	7
Jurisdiction not established.....	0	0	0	0	0
Total.....	19	13	19	17	16
CASES ON HAND					
Complaints under consideration (conclusion not reached as to authorizing investigation).....	0	3	3	6	11
Investigations in progress.....	3	7	5	8	22
Investigation completed, but conclusion not reached as to subsequent action.....	9	2	40	53	64
Letters of Charges authorized but not yet filed.....	1	0	0	6	0
Hearings pending.....	12	23	21	3	7
Decisions on hearings pending.....	1	1	1	7	2
Total.....	26	36	70	83	106

FEDERAL EMPLOYEES

COMPLAINTS RECEIVED					
On hand from previous year.....	93	113	127	123	117
Received during year.....	123	196	137	114	118
Total.....	216	309	264	237	235
CASES DISPOSED OF					
Closed without action.....	42	82	50	45	66
Removals ordered.....	24	20	14	21	1
Suspensions ordered.....					26
No violations established.....	37	80	77	54	22
Total.....	103	182	141	120	115
CASES ON HAND					
Complaints under consideration (conclusion not reached as to authorizing investigation).....	10	19	21	20	15
Investigations in progress.....	39	25	29	17	29
Investigation completed, but conclusion not reached as to subsequent action.....	64	83	73	80	76
Total.....	113	127	123	117	120

¹ Closed, usually upon preliminary investigation, either because no violation or no jurisdiction was shown.

² Includes 3 cases that were later reopened under Public Law 732, 81st Congress (to determine whether the facts would have warranted a penalty of less than removal if the Commission, at the time the cases were passed on, had had discretion to apply such a penalty); in 1 case the record was not cleared, and in 2 the record was cleared to permit reemployment under the same appropriation.

³ The Commission was authorized to order suspension in lieu of removal, at its discretion, by Public Law 732, 81st Congress, effective Aug. 25, 1951.

Table 18.—Nonstatus employees granted competitive status noncompetitively, fiscal year 1951

Authority and agency	Number
BY LEGISLATION	
Act of Congress, Nov. 26, 1940 (Ramspeck Act) (Public Law 880, 76th Cong.), sec. 2 (b):	
Department of the Army	1
Civil Aeronautics Board	1
Department of Commerce	3
Economic Stabilization Administration	5
Federal Civil Defense Administration	1
Interstate Commerce Commission	1
Department of the Navy	1
Office of the Housing Expediter	1
Department of State	1
Treasury Department	1
Veterans Administration	1
Act of Congress, Nov. 26, 1940 (Ramspeck Act) (Public Law 880, 76th Cong.); Executive Order 8743, Apr. 23, 1941:	
Department of Agriculture	5
Department of the Army	2
Department of Commerce	1
Economic Stabilization Administration	1
General Accounting Office	1
Housing and Home Finance Agency	1
Department of Justice	5
Office for Emergency Management	1
Reconstruction Finance Corporation	4
Selective Service System	2
Treasury Department	2
War Production Board	1
Act of Congress, Nov. 26, 1940 (Ramspeck Act) (Public Law 880, 76th Cong.); Executive Order 8744, Apr. 24, 1941:	
Department of the Army	2
Housing and Home Finance Agency	1
Act of Congress, Aug. 14, 1946 (Farmers Home Administration Act of 1946) (Public Law 731, 79th Cong.); sec. 3.101 of the Regulations: Department of Agriculture (Farmers Home Administration)	4
Total, by legislation	50
BY EXECUTIVE ORDERS	
Executive Order 6134, May 18, 1933: Department of Agriculture	2
Executive Order 7916, June 24, 1938: Department of the Interior	1
Executive Order 8833, July 26, 1941: Department of the Army	1
Executive Order 8939, Nov. 13, 1941: Department of Agriculture	2
Executive Order 8952, Nov. 27, 1941: Department of the Army	3
Executive Order 9712, Apr. 13, 1946:	
Department of Agriculture	2
Department of the Air Force	3
Department of the Army	2
Department of Justice	1
Treasury Department	6
Veterans Administration	1
Executive Order 9807, Nov. 29, 1946:	
Department of Agriculture	1
Department of the Army	13
General Services Administration	1
Department of the Interior	3
Executive Order 10080, Sept. 30, 1949:	
Department of Agriculture	96
Department of the Air Force	50
Department of the Army	166
Civil Aeronautics Board	1
Department of Commerce	35
Economic Cooperation Administration	6
Executive Office of the President	1
Export-Import Bank of Washington	1
Federal Communications Commission	1
Federal Deposit Insurance Corporation	1
Federal Power Commission	1
Federal Security Agency	11
General Accounting Office	3
General Services Administration	23
Government Printing Office	18
Housing and Home Finance Agency	24
Department of the Interior	86
Department of Justice	27
Department of Labor	4
National Labor Relations Board	1
National Security Resources Board	4
Department of the Navy	62
Office of the Housing Expediter	22
Office of the Secretary of Defense	1

**Table 18.—Nonstatus employees granted competitive status noncompetitively,
fiscal year 1951—Continued**

Authority and agency	Number
BY EXECUTIVE ORDERS—continued	
Executive Order 10080, Sept. 30, 1949—Continued	
Panama Canal.....	5
Panama Railroad.....	2
Post Office Department.....	58
Reconstruction Finance Corporation.....	3
Selective Service System.....	1
Department of State.....	21
Treasury Department.....	157
Veterans Administration.....	11
Executive Order 10157, Aug. 28, 1950:	
Administrative Office of the U. S. Courts.....	1
Department of Agriculture.....	239
Department of the Air Force.....	363
Department of the Army.....	909
Civil Aeronautics Board.....	39
Civil Service Commission.....	11
Department of Commerce.....	259
Economic Cooperation Administration.....	15
Export-Import Bank of Washington.....	4
Federal Communications Commission.....	9
Federal Deposit Insurance Corporation.....	7
Federal Power Commission.....	6
Federal Security Agency.....	191
Federal Trade Commission.....	1
General Accounting Office.....	1
General Services Administration.....	141
Government Printing Office.....	353
Housing and Home Finance Agency.....	95
Department of the Interior.....	281
International Boundary and Water Commission—United States and Mexico.....	1
Interstate Commerce Commission.....	1
Department of Justice.....	51
Department of Labor.....	27
National Capital Housing Authority.....	1
National Labor Relations Board.....	8
National Security Resources Board.....	8
Department of the Navy.....	654
Office of the Housing Expediter.....	289
Office of the Secretary of Defense.....	23
Panama Canal.....	2
Post Office Department.....	103
Railroad Retirement Board.....	8
Reconstruction Finance Corporation.....	15
Selective Service System.....	8
Smithsonian Institution.....	15
Department of State.....	50
Treasury Department.....	285
Veterans Administration.....	435
Total, by Executive order.....	5,854
BY CIVIL SERVICE RULES AND REGULATIONS	
Sec. 3.101 of the Regulations (formerly rule II, sec. 6; and Temporary Civil Service Regulation II, sec. 6):	
Department of Agriculture.....	78
Department of the Air Force.....	120
Department of the Army.....	117
Department of Commerce.....	317
Export-Import Bank of Washington.....	1
Federal Security Agency.....	9
Federal Trade Commission.....	1
General Services Administration.....	60
Housing and Home Finance Agency.....	3
Department of the Interior.....	11
Department of Justice.....	7
Department of Labor.....	5
Department of the Navy.....	104
Post Office Department.....	1
Reconstruction Finance Corporation.....	3
Treasury Department.....	21
Veterans Administration.....	262
Former rule II, sec. 7: Post Office Department.....	7
Sec. 3.2 of the Rules (formerly rule II, sec. 8):	
Department of the Air Force.....	1
Department of the Army.....	1
Civil Aeronautics Board.....	1
Department of Commerce.....	1
Federal Security Agency.....	1
Government Printing Office.....	1

**Table 18.—Nonstatus employees granted competitive status noncompetitively,
fiscal year 1951—Continued**

Authority and agency	Number
BY CIVIL SERVICE RULES AND REGULATIONS—continued	
Sec. 3.2 of the Rules (formerly rule II, sec. 8)—Continued	
Department of the Navy.....	2
Treasury Department.....	1
Veterans Administration.....	2
Sec. 3.1 (b) (4) of the Rules (formerly Temporary Civil Service Regulation X, sec. 5):	
Department of the Army.....	1
Department of Commerce.....	1
General Services Administration.....	3
Department of the Interior.....	1
Department of the Navy.....	1
Treasury Department.....	1
Temporary Civil Service Regulation II, sec. 6 (reinstatement with a competitive status):	
Department of Commerce.....	1
Executive Office of the President.....	1
General Accounting Office.....	1
Department of the Navy.....	1
Office of the Housing Expediter.....	1
Total, by Civil Service Rules and Regulations.....	1,151
Grand total.....	7,055

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